DOCUMENT RESUME

ED 029 987 08 VT 008 597

By-Mason, William R.

Report of a National Seminar on the Scope of the Responsibilities of Vocational Education in Large Cities. Final Report.

Cleveland Public Schools, Ohio.

Spons Agency-Office of Education (DHEW), Washington, D.C. Bureau of Research.

Bureau No-BR-8-0354

Pub Date Feb 69

Grant-OEG-0-8-080354-3601-085

Note-98p.

EDRS Price MF-$0.50 HC-$5.00

Descriptors-*Conference Reports, *Disadvantaged Groups, Educational Finance, Educational Problems, Educational Quality, *Educational Responsibility, Job Placement, Program Descriptions, Program Development, Seminars, Speeches, State School District Relationship, *Urban Education, Vocational Development, Vocational Directors, *Vocational Education, Vocational Followup, Workshops

Major speeches and reports of workshop sessions at a seminar attended by 90 state and city vocational education directors, U.S. Office of Education personnel, and city school superintendents are presented. The major purposes of the seminar were: (1) to identify and analyze problems confronting vocational education related to effectiveness of inner-city youth for job completion, (2) to exchange ideas and examine trends that make vocational education the vehicle by which training can be translated into getting jobs, and (3) to develop strategies of action leading to improvement of quality vocational-technical education. Workshop report topics include: (1) Development, Placement and Follow Up of Youth on Jobs, (2) Financing Expanded Programs of Vocational Education for Disadvantaged Youth and Adults, (3) Program Development for In-School Youth and Dropouts, (4) Program for Hardcore Unemployed Adults, (5) Residential Vocational Education Programs for Inner-City Youth of Major Cities, and (6) State and Local Relationships and Guidance for Inner-School Youth. The reactions of Office of Education Personnel to these reports are also presented. (FP)

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BR 8-0354
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FINAL REPORT

Project Number 8-0354

Grant Number OEG-0-8-080354-3601 [085]

REPORT OF A NATIONAL SEMINAR ON THE SCOPE OF THE RESPONSIBILITIES OF VOCATIONAL EDUCATION IN LARGE CITIES

William R. Mason
Cleveland Public Schools
1380 East Sixth Street
Cleveland, Ohio

February 1969

U. S. DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE

Office of Education
Bureau of Research

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The research reported herein was performed pursuant to a Grant OEG-0-8-080354-3601 [085] with the Office of Education, U. S. Department of Health, Education, and Welfare. Contractors undertaking such projects under Government sponsorship are encouraged to express freely their professional judgment in the conduct of the project. Points of view or opinions stated do not, therefore, necessarily represent official Office of Education position or policy.

U. S. DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE

3 Office of Education (DHEW), Washington, D.C.
Bureau of Research

PREFACE

During the week of July 15 - 17, 1968, 90 State Department of Vocational Education Directors, City Vocational Education Directors, City School Superintendents, and U. S. Office of Education Personnel, convened in Cleveland, Ohio, for a National Seminar on "The Scope of the Responsibilities of Vocational Education in Large Cities." The seminar, which included participants from 22 of America's largest urban centers, was sponsored by the Cleveland Public Schools.

The major purposes of the seminar were: To identify and analyze problems confronting vocational education related to effectiveness of inner-city youth for job completion; to exchange ideas and examine trends that may make vocational technical education the vehicle by which training can be translated into getting jobs, and to develop strategies of action leading to improvement of quality vocational-technical education.

This report is a compilation of the major speeches delivered during the seminar, and the results of workshop session reports on the following topics: (1) Development, placement and follow-up of youth on jobs; (2) financing expanded programs of vocational education for disadvantaged youth and adults; (3) program development for in-school youth and dropouts; (4) programs for hard core unemployed adults; 5 residential vocational education programs for inner-city youth for major cities; (6) state and local relationships and guidance for inner-city youth. The reactions of U. S. Office of Education Personnel to these reports are also presented.

ACKNOWLEDGEMENTS

The committee gratefully acknowledges the efforts and full cooperation of all participating superintendents and vocational education administrators.

Special recognition is directed to the following for planning and executing the seminar:

Thomas J. Koma, Supervisor, Trade and Industrial Education, Cleveland Public Schools

Dr. Byrl R. Shoemaker, Director, Vocational Education, State of Ohio

Dr. Paul W. Briggs, Superintendent of Schools, Cleveland Public Schools

Dr. Merle Strong, U. S. Office of Education

We should also like to acknowledge James Gordon Bennett's efforts in editing and summarizing the various presentations.

The committee hopes the youth and adults of participating cities and states will directly and indirectly benefit from the deliberations of this seminar.

Wm. R. Mason
Director, Technical-Vocational Education
Cleveland Public Schools
and
Director of the Seminar

PROGRAM

SEMINAR ON THE SCOPE OF THE RESPONSIBILITIES OF VOCATIONAL EDUCATION IN LARGE CITIES

Pick-Carter Hotel, Cleveland, Ohio

Monday, July 15, 1968

9:00 - 9:30 A.M. "The Importance of the Seminar"
Introduction of Those Attending
William R. Mason, Director of Technical-Vocational Education, Cleveland Public Schools, and Director of the Seminar

9:30 - 10:30 A.M. Keynote Address
"The Problems of Urban America and Their Educational Implications"
Paul W. Briggs, Superintendent of Schools, Cleveland Public Schools

10:30 - 11:45 A.M. "Delineation of Major City Social and Economic Problems as Related to Vocational Education Services"
Byrl R. Shoemaker, Director of Vocational Education, State of Ohio

12:00 - 1:30 P.M. Luncheon Address
"This Is A Time for Vocational Education"
Martin Essex, Ohio State Superintendent of Instruction and Chairman, The President's National Advisory Council on Vocational Education

1:30 - 4:30 P.M. Panel of Resources from Federal Programs
Moderator: Merle Strong, U. S. Office of Education

Panel: Dwight Crum, Assistant Director of Division of Manpower Development and Training, U. S. Office of Education

William E. Blake, Manpower and Development Officer in U. S. Department of Labor

Harold F. Shay, Consultant for Handicapped Youth, Rehabilitation Service, U. S. Department of Health, Education, and Welfare

Mary P. Allen, Director of Public Information, American Vocational Association, Washington, D. C.

7:30 - 9:30 P.M.	**General Session** **Moderator: T. J. Koma, Supervisor of Trade and Industrial Education, Cleveland Public Schools** **Five Minute Presentations from City and State Representatives: "Innovative Programs Centered on Vocational Education Approaches to Social and Economic Problems"**

Tuesday, July 16, 1968

8:30 - 12 Noon and 1:00 - 5:00 P.M.	Committees at Work on Social and Economic Problems Related to Vocational Education Services: 1. Placement of youth on jobs 2. Financing expanded programs for disadvantaged youth and adults 3. Program development for in-school youth and dropouts 4. Programs for hard core unemployed adults 5. Residential programs for inner-city youth for major cities 6. State and local relationships 7. Guidance for inner city youth
6:00 - 7:30 P.M.	Dinner Address "An Employer Looks at Education" Charles Ufford, Vice President, Warner & Swasey Company, Cleveland, Ohio

Wednesday, July 17, 1968

9:00 - 11:15 A.M.	Presentation of Committee Reports to General Assembly Moderator: Byrl R. Shoemaker, Director of Vocational Education, State of Ohio
11:35 - 11:55 A.M.	Reaction to Committee Reports Leon P. Minear, Director of Vocational & Technical Education, U. S. Office of Education Duane M. Nielsen, Division of Comprehensive & Vocational Education Research, U. S. Office of Education
12:15 P.M.	Luncheon Address "Vocational-Technical Education A Bridge to Jobs" Honorable James A. Rhodes, Governor of the State of Ohio

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SUMMARY

Description of Problem

Unemployment is one of the chief factors in the blight and deprivation of the inner city. In May of 1967, the U. S. Department of Labor, Office of Information, indicated that the unemployment rate of the urban slum areas was approximately three times higher than that of the county as a whole. In the same report, it was stated that 44 percent of the unemployed indicated that they lacked the necessary education, training, skills, or experience to be gainfully employed.

These statements suggest that a large portion of the unemployed come from the ranks of high school dropouts. Whenever unemployment of the high school dropout or graduate is discussed, the question that invariably arises is whether the lack of quality vocational training has been largely responsible.

The preceding realities provided good reason for the leaders in this important field to address themselves to analyzing the problems and to developing effective solutions. A national seminar focusing on problems of vocational education in large city school systems was implemented as an effort to meet this challenge.

Scope of the Activity

During the week of July 15-17, 1968, ninety vocational education directors from state departments, city vocational directors, city school superintendents, and U. S. Office of Education Personnel, convened in Cleveland, Ohio, for a National Seminar on "The Scope of the Responsibilities of Vocational Education in Large Cities." The seminar, which included participants from 22 of America's largest urban centers, was sponsored jointly by the Cleveland Public Schools and the U. S. Department of Health, Education, and Welfare under Grant Number OEG-0-8-080354-3601 [085].

The conference was conceived and organized on the assumption that teams of city school superintendents, and of city, and state vocational education directors, coupled with selected resource personnel, would be a potent force in developing and shaping policies for expanding and improving technical-vocational instruction of the inner city youth of our large cities.

Objectives

The meeting was designed to enable the dissemination of promising ideas and practices and to provide a means to increase sensitivity related to improving the quality of vocational education by updating it to meet the needs of business and industry. The seminar was planned to afford an opportunity to influence key people who shape policies related to vocational education. The objectives of the seminar were:

1. To identify and analyze problems confronting vocational education related to effectiveness of inner-city youth for job competition.
2. To exchange ideas and examine trends that may make technical-vocational education the vehicle by which training can be translated into getting jobs.
3. To develop strategies of action leading to improvement of quality technical-vocational education.

Methods Used

The operations of the conference utilized four basic methods:

1. Formal presentation of ideas by invited guests.
2. Small group workshops.
3. Total group discussions.
4. Informal exchange of ideas.

Highlights of Findings

Responses to a questionnaire six months after the conference indicated the following results:

1. The exchanging of ideas and examining trends have stimulated the development of plans for expanding vocational education programs designed to meet the needs of youth in large cities.
2. Responses of participants indicate that the small workshop provided the most meaningful method for exchanging ideas.
3. Six months following the conference, reports indicated that some identifiable changes had occurred in relation to improving technical-vocational education at the local and state level.

INTRODUCTION

Today we have an urban crisis arising from unemployment. If we are to solve this crisis, we must take a different approach in education. We must examine our urban problems. Once they have been identified, we must determine what needs to be done. Vocational Education has a vital role in helping to solve the urban problems highlighted by unemployment, unemployability, and its related problems--poverty. If something can be done about the foregoing conditions, we could be well on our way to solving many of the other problems of the inner city.

In May of 1967, the U. S. Department of Labor, Office of Information, indicated that the unemployment rate of the urban slum areas was approximately three times higher than that of the county as a whole. One of the highest was the Cleveland Hough area where the unemployment rate was found to be 15.6 percent. In the same report, it was stated that 44 percent of the unemployed indicated that they lacked the necessary education, training, skills, or experience to be gainfully employed.

These statements suggest that a large portion of the unemployed come from the ranks of high school dropouts. Whenever unemployment of the high school dropout or graduate is discussed, the question that invariably arises is whether the lack of quality vocational training has been largely responsible.

In an effort to meet the foregoing challenge, during the week of July 15-17, 1968, for a period of two and one-half days, ninety vocational education directors from state departments, city school superintendents, and U. S. Office of Education Personnel, convened in Cleveland, Ohio, for a National Seminar on "The Scope of the Responsibilities of Vocational Education in Large Cities." The seminar, which included participants from twenty-two of America's largest urban centers and fifteen from state departments of education, was sponsored jointly by the Cleveland Public Schools and the U. S. Department of Health, Education, and Welfare. The cost of the seminar was less than $14,000.

The conference was organized to attain the following objectives:

1. To identify and analyze problems confronting vocational education related to effectiveness of inner-city youth for job competition.
2. To exchange ideas and examine trends that may make technical-vocational education the vehicle by which training can be translated into getting jobs.
3. To develop strategies of action leading to improvement of quality technical-vocational education.

METHODS

The seminar was not planned as a typical research project. It was designed deliberately by vocational education leaders to stimulate thinking and to generate new ideas and courses of action. Consequently, there are two elements of methodology that are involved in this report:

1. Method related to program implementation.
2. Method related to evaluation of the seminar.

The operations of the conference utilized four basic methods:

1. Formal presentation of ideas by invited guests.
2. Small group workshops.
3. Total group discussions.
4. Informal exchange of ideas.

Although all the foregoing procedures were required to implement the program, the chief ingredient was the organization of small group workshops dealing with pertinent issues confronting the seminar. This plan was based on the assumption that participation in small group task involvement activities would maximize an exchange of ideas. Participants served on committees whose reports and recommendations were presented to the entire seminar group the final day of the meeting.

A detailed account of the Seminar program, along with speeches and reports, is provided in Appendix C of this report.

The basic design for evaluation was essentially a polling technique. It was decided to determine how many participants had indicated that the conference had led to selected types of action that could be associated with the conference. Another element of the questionnaire was aimed at obtaining the weight of feeling toward the effectiveness of various elements of the conference. The analysis of open-ended items on the questionnaire was made by categorizing similar responses.

RESULTS

The evaluation of a seminar usually presents two questions. One has to do with the seminar itself. How successful was the operation of the conference? Were the plans effectively executed? The second and most important question relates to the assessment of the impact of the seminar and the action resulting from the conference.

A common practice in evaluating conferences is to have those in attendance respond to a questionnaire at the close of the seminar. There are obvious limitations to the effectivenss of this plan including the fact it does not allow any time in which to implement recommendations. With this idea in mind it was decided to send the questionnaire to participants approximately six months after the close of the seminar. Thirty-nine questionnaires were sent out. Twenty-eight participants answered and their responses have been used to determine the following observations. See Appendix B for questionnaire.

I. Findings Related to Conference Operations

In considering the realization of various objectives of the seminar, two outcomes received the most favorable responses: (1) exchanging ideas and examining trends, and (2) identifying and analyzing problems confronting vocational education. The objective rated least effective was delineating the scope of vocational education. See Appendix A for summary. The greatest benefit of the conference to the local school systems was most frequently considered to be the comparison and exchange of ideas. The participants considered the holding of small group sessions followed by the presentation of reports as being the most effective activity of the seminar program.

A few negative reactions to the seminar could possibly be of some help in planning a similar meeting. Such comments included the following:

1. Area of discussion was broad and general. The approach should be narrowed to allow for concentration on three or four problems.

2. Plan a longer conference with no evening sessions and include adequate time for small group workshops.

3. Have fewer and better speakers.

4. Provide more advance information to participants.

5. Limit the degree of emphasis on details concerning the host city and state.

6. Avoid rehashing the same old problems.

7. A full report of the seminar should be sent to the participants shortly after its close.

8. Participants felt hampered by being limited to one small group workshop.

9. A few participants felt that the six months delay in responding to the questionnaire handicapped them.

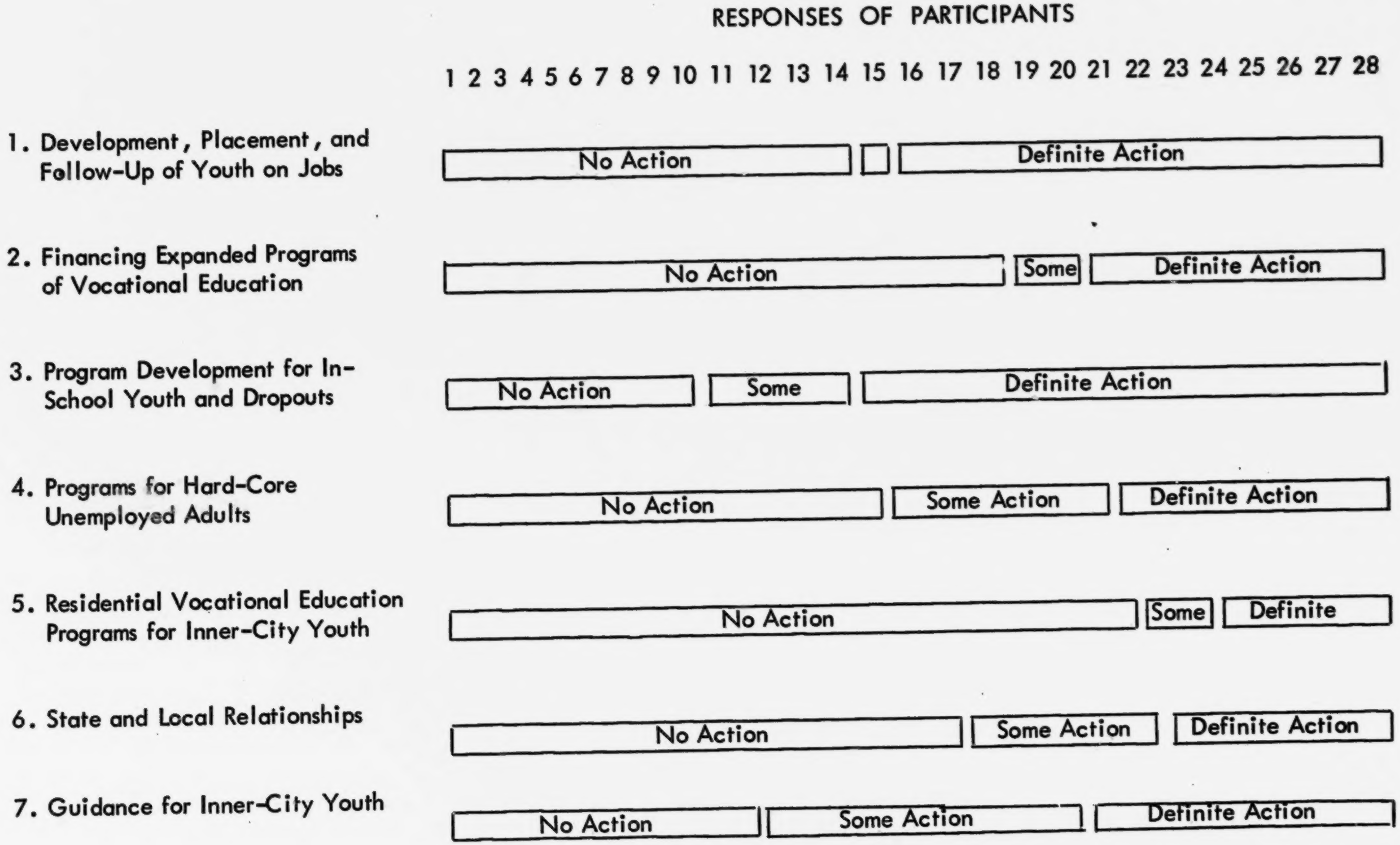
II. Findings Related to Actual Implementation of Ideas

In response to questions which asked what new programs had been planned or implemented as a result of attending the conference, a number of responses were given. More programs for the disadvantaged and an expansion of Work-Study were listed most frequently as evidence of action that was stimulated by the conference. Other less frequent responses included building a vocational center and planning a resident job center. In response to a question related to identifying ideas for local improvement of vocational education, it appears that there was belief in the potential of a separate training facility in an industrial setting. Other responses included utilizing industry to develop programs and recognizing responsibility to the non-college bound. (See Appendix A for tabulation of results.)

As one of the methods used to implement the conference, small committees were organized to consider selected problems related to the development and improvement of technical-vocational education in urban school systems. Each committee made recommendations. Table I presents a summary of responses that deal with the degree to which recommendations have been acted upon.

TABLE I

III. Committee Recommendations for:



CONCLUSIONS

1. Comments of participants indicated that meetings bringing together vocational education leaders at the national, state, and large city level were rewarding in the exchanging of ideas and examining trends.

2. Implementing the recommendations of a seminar involving more than twenty of the largest cities is a long range undertaking. As one state director of vocational education stated six months later, "In reviewing the reaction to our program development of the seminar last year, we would like to mention that more influence will be felt in succeeding years than has presently been known. Sometimes it takes a lot of planning and securing of help at the local level to get these programs in operation. We do feel the results will be more concrete in the months ahead."

3. The idea of waiting six months to get evaluative reactions of participants seems to be a reasonable method of obtaining information related to the effects of a seminar. Reports showed that significant action had resulted in several of the cities and states as a result of the seminar.

4. On the whole, participants indicated that formal speeches by invited guests were not particularly effective in altering attitudes or introducing new ideas.

5. The seminar was effective in identifying and analyzing problems confronting Vocational Education. The adoption of solutions, however, involves consideration beyond this conference and the determination of participants.

6. On the basis of responses of participants, it appears that small group workshops provide an important means for structuring similar conferences.

APPENDIX A

1. Did the Seminar assist you in working with the following issues?

	Yes	No	Uncertain
a. Making Vocational Education available to greater numbers	18	6	3
b. Structuring of Technical-Vocational Education	15	5	7
c. Preparing inner-city students for employment	18	3	6
d. Identifying and analyzing problems confronting Vocational Education	24	1	3
e. Exchanging ideas and examining trends to make Vocational Education more effective	28	0	0
f. Developing strategies to improve quality of Vocational Education	15	4	8
g. Delineating scope of Technical-Vocational Education	11	7	9
h. Serving as a stimulus toward redirecting Technical-Vocational Education at the local level	20	4	4

8. To what degree did the following elements of the Conference contribute to its effectiveness?

	Most 5	4	3	2	Least 1
a. Speakers representing City School Systems	8	11	6	2	0
b. Representatives of State Departments	1	10	8	6	3
c. Representatives of Business or Industry	3	9	14	1	0
d. Committee Reports	7	9	7	3	0
e. Small Group Workshops	16	8	2	1	0

APPENDIX B

EVALUATION OF SEMINAR ON THE SCOPE OF RESPONSIBILITIES OF VOCATIONAL EDUCATION IN LARGE CITIES

1. Did the Seminar assist you in working with the following issues?

	Yes	No	Uncertain
a. Making Vocational Education available to greater numbers	☐	☐	☐
b. Structuring of Technical-Vocational Education	☐	☐	☐
c. Preparing inner-city students for employment	☐	☐	☐
d. Identifying and analyzing problems confronting Vocational Education	☐	☐	☐
e. Exchanging ideas and examining trends to make Vocational Education more effective	☐	☐	☐
f. Developing strategies to improve quality of Vocational Education	☐	☐	☐
g. Delineating scope of Technical-Vocational Education	☐	☐	☐
h. Serving as a stimulus toward redirecting Technical-Vocational Education at the local level	☐	☐	☐

2. What was the single least important element of the conference?

3. What new technical-vocational program have you planned or implemented because of ideas obtained at the Conference?

4. Can you identify an idea obtained at the Conference that has resulted in some course of action that is improving technical-vocational education in your school district?

5. What has been the greatest benefit to your city school system as a result of the 1968 Summer Seminar on Technical-Vocational Education?

6. What in your opinion was the single most effective activity of the seminar program?

7. If you were planning a similar seminar conference, what single change would you suggest?

8. To what degree did the following elements of the Conference contribute to its effectiveness?

		(Please circle one number)
a.	Speakers representing City School Systems	5 - 4 - 3 - 2 - 1
b.	Representatives of State Departments	5 - 4 - 3 - 2 - 1
c.	Representatives of Business or Industry	5 - 4 - 3 - 2 - 1
d.	Committee Reports	5 - 4 - 3 - 2 - 1
e.	Small Group Workshops	5 - 4 - 3 - 2 - 1
		Most Least

9. What steps have been taken to implement suggestions made through various committee reports? Please indicate briefly under each committee recommendation any action that has been taken. (If no action has been taken, state None.)

a. The Committee on Development, Placement, and Follow-Up of Youth on Jobs recommended that the schools accept the responsibility of preparing and assisting non-college bound students with the same degree of intensity now provided the college bound.

b. The Committee on Financing Expanded Programs of Vocational Education for Disadvantaged Youth and Adults recommended that Federal and State Legislation be enacted to enable educational agencies to expand existing programs to meet the needs of the majority of the citizenry.

c. The Committee on Program Development for In-School Youth and Dropouts recommended cooperative industrial programs, centers for vocational rehabilitation, work study, and restructuring the industrial arts program.

d. The Committee on Programs for Hard Core Unemployed Adults suggested an increase in and an expansion of quality vocational programs.

e. The Committee on Residential Vocational Education Programs for Inner-City Youth of Major Cities recommended that a seminar-workshop be conducted by the U. S. Office of Education to develop guidelines for establishing Residential Vocational Schools.

f. The Committee on State and Local Relationships suggested continuing and regularly scheduled meetings of representatives from the major cities and the Vocational Education Units of State Departments of Education.

g. The Committee on Guidance for Inner-City Youth recommended that schools assist students to enroll in Vocational Education Programs, involve business, industry, and labor, delineate the role of the counselor, improve dissemination of occupational information, and develop better insight to serve minorities.

THE IMPORTANCE OF THE SEMINAR

William R. Mason[1]

The Cleveland Public Schools welcome the opportunity to host this Seminar on the Scope of the Responsibilities of Vocational Education in Large Cities. This is a joint project, sponsored in conjunction with the Cleveland Public Schools and the Federal government.

We appreciate your presence. We know you have come here because of your dedication to help people. For our part, we will make every effort to make you comfortable and to be sure that maximum and profitable use is made of your ideas and experiences.

Some time ago, as the ideas of this Seminar were evolving, a group of interested and involved school and government officials sat down together in Washington to organize the format for the meetings which will take place these next two and one-half days. It was agreed that teams of city school superintendents, and of city and state vocational education directors, coupled with selected resource personnel, would be a potent force in developing and shaping policies for improving instruction -- instruction directed toward the inner-city youth of our large cities.

The large cities of the country were reviewed and 22 city teams were carefully selected. These teams were to be invited to delve into the problems of education, their relation to poverty, and their relation to assisting people toward a better life. You are here today, then, as a part of this task force.

This meeting will provide for the dissemination of promising ideas and practices and provide a means to increase sensitivity related to improving the quality of technical-vocational education by updating it to meet the needs of business and industry. The seminar will afford an opportunity to influence key people who shape policies related to vocational education to the extent that these individuals are knowledgeable about the ways and means of improving instruction. The objectives of this seminar are as follows:

1. To identify and analyze problems confronting vocational education related to effectiveness of inner-city youth for job competition.
2. To exchange ideas and examine trends that may make technical-vocational education the vehicle by which training can be translated into getting jobs.
3. To develop strategies of action leading to improvement of quality technical-vocational education.

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[1] Mr. Mason is Director of Technical-Vocational Education, Cleveland Public Schools, and the Director of the Seminar.

The three foregoing objectives may be restated as possible outcomes. As a result of the seminar, it is anticipated that participants may be better prepared to answer the following questions:

1. What is the scope of the job to be done in technical-vocational education?
2. What are the most effective techniques to be employed?
3. What is a valid concept of educational quality in technical-vocational education?

It is anticipated that participants of the seminar will address themselves to the following issues which vitally affect technical-vocational education:

.. How do we make an impact on the social problems confronting inner-city youth?

.. What can technical-vocational education do for the families of the poor? Of the unemployed?

.. How can vocational education be made available to greater numbers of students?

.. How can technical-vocational education best be structured?

In order to accomplish the objectives of this seminar, it is anticipated the following topics will form the basic structure of the conference?

1. Employment opportunities available to the vocationally trained in urban areas.
2. Qualifications necessary for successful employment in occupations.
3. Educational objectives in terms of job qualifications, interests, abilities, and needs of the students.
4. Curricula, laboratory projects, and supervised work experience programs necessary for different types and levels of vocational programs in urban schools.
5. Exchange of ideas and experiences on national level among those with common problems.
6. Physical resources including classrooms, laboratories, work stations, instructional materials, and audio-visual aids.
7. Techniques for teaching vocational education in urban schools for different types and levels of instruction.

8. Administrative and guidance procedures related to technical-vocational education.

9. Instruments for evaluation of the training of students in terms of established objectives.

10. Procedures for informing and involving administrators in the initiation and establishment of vocational programs in metropolitan areas.

Having had some experience with various types of meetings and conventions, your committee knows that the best discussion and the most original ideas usually come out of after-hours, closed door, small group sessions, rather than from formalized speeches. Accordingly, the program has been planned so that on this day several people with vast experience in inner-city problems will outline some of these problems for you. Tomorrow, all participants and research people will meet in small groups, behind closed doors, to brainstorm the seven pre-selected topics that many of you helped formulate.

We want this to be a time for hard-hitting, down-to-earth, nuts and bolts discussion, not nice theory or do-as-we-have-always-done concepts. We want your time here at this seminar to be profitable, productive, and time well spent.

THE PROBLEMS OF URBAN AMERICA AND THEIR EDUCATIONAL IMPLICATIONS

Paul W. Briggs[1]

The cities of America are in deep trouble -- the kind of trouble we have never had before in this country -- the kind of trouble we are not going to get out of easily. We need to develop some sound programs of action, not more slogans, cliches, or panaceas. I don't think any one of us should claim that we have the answer or that we see the way out. I think we can understand that in America we have only done great big things when we have had a great big crisis at hand, and the crisis has gotten bad enough that we had to do something. Some of America's greatest moments have emerged out of crisis. Today we have an urban crisis that is a challenge to everyone. If we are to solve this crisis, it's going to take team effort such as this country has never seen. We've got to take a different approach in education. We have to look at our urban problems. Once these urban problems have been identified we must determine how we can gear up to meet them. Vocational education has a place in helping to solve the urban dilemma.

I was in Washington, D. C., recently meeting with the Urban Coalition Task Force on Educational Disparities. John Gardner heads this task force. At that point of the meeting when we came down to the identification of the problems that plague our cities, the problem that seemed to be number one in everybody's category was the problem of unemployment and unemployability and its related problem -- poverty. We pretty much agreed that if something could be done about unemployment and unemployability and poverty in our cities, we would be well on our way toward solving such other problems as the isolation of the ghetto resident, the drabness of the city, the lack of cultured attitudes to the life of the city resident, and unrest in the streets.

The poverty problem shows great contrast in America today. We have never had the kind of prosperity that we enjoy today, and yet we have a tremendous poverty problem. Take the city of Cleveland, for example. It wasn't too many years ago that this city was shocked when it learned that it was spending ten million dollars a year for relief. Last year relief expenditures topped 57 million dollars. No city can survive with this kind of a relief statistic at a time when employment and prosperity in America are at an all time high. When we look at what happens to the kids in school we find that is a real good reflection of this whole situation. We have had a 500% increase in the number of children from relief families over a 50 year period. Now all of a sudden in this city, as well as other cities across the country, 1/5 of all of our public school children are coming from families that are on some form of relief. Some of our schools with 1,000 children in them have over 800 children from relief families.

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[1] Dr. Briggs is the Superintendent of Cleveland Public Schools.

If we, in education, ask ourselves what we can do to attack perhaps the worst problem a city has, I think we are going to have to say that it is time we did something about preparing people for employment and employability. And it's time we did something rather dramatic. I know it costs twice as much to prepare a child for a job as it does to prepare him for college. And I know that we are having budgeting troubles. But the preparation of youngsters for jobs has to precede the day that relief starts tapering off. We have got to have a kind of total frontal attack. In Cleveland we have an idea, and we recognize it's only one idea. We are attempting to make an attack on three fronts simultaneously. The broad base of our attack consists of building a realistic program of vocational education into all our high school curriculums. We started with skill centers and we no more than got a skill center built than we let it proliferate. One thing we may have learned is that youngsters, no matter how attractive your skill center may be, are averse to travel and they want it close to home. And they want it where the other kids are and where the youngsters that they went to junior high school with are attending high school.

So in cooperation with our State Department of Public Instruction, Department of Vocational Education, and others, we have come up with an attempt to put realistic vocational education programs into every high school. In cities the size of this one, and others like it, your high schools are large enough and your enrollments great enough so that you probably can afford to have good vocational education in every high school. If the high school is too small for vocational education, unless it is in a very selective type of community, I am convinced that the school is too small to exist as a high school. If it is too small for vocational education it is too small to be a high school. Let me restate this point: If your school is not big enough for vocational education, and it is an average school in an average city, it's not big enough to be a high school either, because it isn't large enough then for science; it isn't large enough for advanced courses in mathematics; and it isn't large enough for the kinds of courses it should have in foreign languages.

I have a strong feeling we are going down the wrong track in this country when we say that our great big city high schools in great big urban areas, where 70% of the kids are not destined to go to college, are too small for vocational education. So we have taken the attitude, in Cleveland, that each one of our high schools must become a kind of a school that has two exit doors and only two -- one going to college, and the other to a job. In most of our schools the door that goes to jobs is going to have to be a larger door than the door that goes to college.

Our viewpoint, then, is that our high schools have to be truly comprehensive. We are not stopping here. We have added two more dimensions -- for those youngsters who show great skill and ability in the technical-vocational fields. We have established two very prestigious city high schools that you have to have special permission to get into. Just being admitted to this school gives you a kind of a halo that you wear. These are both "trade" schools, one for girls and one for boys. We have set and kept the standards high and the average student cannot make it unless he has great motivation. Graduates of these schools have job offers long before they graduate. In fact, a vice-president of one of the largest industries in Cleveland told me the other day, "You know, we got our first boy from Max Hayes Trade School this year. We have been trying for ten years. Maybe next year we can get two." There are certain industries that would take practically every one of the graduates from that school.

Our new downtown Jane Addams Trade School is almost completed, and will be in service soon. It is different. It is located in a rapidly changing area that will soon become commercialized. One of the largest restaurants in Cleveland will be located on the ground floor of the school building and will compete with Cleveland industry as far as restaurants are concerned. Chefs from Cleveland's best restaurants will advise us on how to run our restaurant and they will find their future chefs there. The same area of the school will contain shops which will be run by students and one of the finest hairdressing salons in Cleveland will also be located there. The upper floors of the school will contain the technical training areas.

Now, we've got one other problem like many of our other cities, and it's one of large proportions. This is the area that relates to the kids we have lost -- the dropouts. I would suggest that you take a look at the dropout situation in your city. Take a look at the number of students who enter ninth grade but do not stay in the channels of education long enough to receive a certificate. There isn't a major American city in the north where the inner-city has a dropout rate of less than 40%. We must give our attention to those we have lost, and this is not an easy task. We have to do a lot more than just vocational education here. Someway we have to get through to youngsters a feeling that if they complete high school, and if they take vocational training, they will get a job.

Three years ago I talked with a young man who appeared to be rather bright, and I tried to find out from him why he left school. "Well," he said, "nobody in my family ever got a job." In fact, he didn't know a single individual that he associated with who had a job. We are now ready for the fourth generation of unemployed in our large cities. Here, in Cleveland, over 58% of the out-of-school youth are unemployed. So when this young man says, "I know of no one in my family with a job and none of my associates have jobs. Why should I stay in school?" he has a pretty strong argument. I think we have a problem in selling the idea that jobs are going to be available for youth, and we have to do this by seeing that we find jobs for youth. Now in attempting to find jobs for youth we have a success story to report.

About a year and a half ago we went to one of Cleveland's largest firms and asked the Chairman of the Board of that firm if he would lend us one of his personnel people. They agreed and we brought onto our staff a businessman, a man out of the personnel field who knew all of the other personnel men in the city of Cleveland. Then we said to him, "All right, you have to build bridges between our inner-city high schools and the business industry of this town -- the kind of bridges that none of us from the academic rector has been able to build." We gave him a staff and a counselor in each of the seven inner-city high schools. Last spring (1967) we put on a massive program to find jobs for over 900 students who wanted to go to work. We placed 96% of them on jobs. The one year follow-up, just completed, shows that of the 96% who were placed initially, 90% are still on jobs. Here is a success story. Here is one of the real major breakthroughs. We told business a lot of these kids aren't really prepared -- they have not yet had quality vocational education. But this town has a responsibility to take them and to attempt to keep them. We promised them that future graduates would be better, and future graduates will have good vocational preparation. By creating the image, the feeling, the understanding that there are jobs available, this may discourage youngsters from dropping out. In staying with us they are going to find new doors opening to them as we open trade training programs in their neighborhood high schools. I think we are going to find more of them staying in school.

In addition, we must open some new kinds of programs that don't look like schools and will not be run like schools. Very shortly we will be opening such a facility in a Cleveland factory given us by the General Electric Corporation. This facility has approximately 230,000 square feet of floor space and it's located just on the edge of the ghetto.

Our first effort is a long-range program involving three of Cleveland's biggest industries having manufacturing bays in the factory. We are leasing space to them in the back of the facility. In the front part we will have classrooms, and in those classrooms we will be giving basic education to the dropout or potential dropout for one-half day, while in the back of the factory youngsters will be getting an orientation to industry. The youngster in this plant will have, under the same roof, an opportunity to earn a paycheck from the first day he enrolls in school as well as simultaneously getting his education. This is trying something new in American education. First of all, it is trying money; we have never tried money. These kids will be paid from the first day they enroll. We are trying to focus our program around the individual interests of the kids. Some may stay only a couple of weeks; others may stay a year. But when they get ready for employment, they will go out into Cleveland industry and will be placed on permanent employment. In the meantime they will be both learning and working within the facility. The person who is heading this operation is not a principal but rather a manager.

So at one end of our educational spectrum we are going to have this factory-school program for individuals who are not quite making it, and at the other end a prestigious school.

What I am trying to say here this morning is that we must have an approach to the problems of unemployment, and unemployability, and poverty. The schools have a responsibility to see that the youngsters that come to our high schools come to comprehensive high schools where they have an opportunity to get some trade training.

Probably the greatest success story in American education is what we did vocationally for the farm boy two generations ago. You know what happened. We took the program to the neighborhood farm community. We didn't say "This school is too small to have an agricultural program; we're going to have to split the school someway and give it a special Board of Education and move it someplace else." We went to the small schools and installed the finest programs, and staffed them. Remember the summer programs with the agricultural teacher being the only one on the staff to work 12 months a year? The principal and superintendent worked nine. That agricultural program was really something in this country and we did not spare any expense for it. We saw to it that every one of those boys in the rural school had a project in the summer. That project was visited, and he was counseled and worked with, and his family was worked with, and it was supplemented with an agricultural agent. As a result of that program agriculture became so healthy we can hardly deal with it.

We have not done the same thing for the boys in the ghetto -- the kid in the ghetto has been overlooked in this country as far as vocational education is concerned. If you take a look generally across the nation where we are putting our vocational money today, it is not concentrated in the same proportion as the unemployment concentrations that we have in the ghettos.

It's time that we learned from what we did two generations ago on the farm. It's time that we reached right down early and got some honest-to-goodness vocational education programs going of the highest quality. And it's time we accepted our responsibility for the placement, follow-up, and retraining of these youngsters.

If we do this, then we are dealing with one of the great problems of our cities, the problems that relate to unemployability and unemployment, and the very evident problem of poverty.

Relief will not do it. The only way we are going to solve the real problem of urban America is to prepare the youth of urban America for meaningful employment.

DELINEATION OF MAJOR CITY SOCIAL AND ECONOMIC PROBLEMS AS RELATED TO VOCATIONAL EDUCATION SERVICES

Byrl R. Shoemaker[1]

Education, on the whole, has been much maligned in terms of its services to youth. Alice Widener, the nationally syndicated columnist, in addressing herself to the root cause of urban poverty in the United States, has stated that it is not prostitute mothers, drunken fathers, broken homes, or slum conditions, that is responsible .. It's our snobbish, impractical, intellectually dishonest, and misguided public school system. It is ill-suited to the needs of our young people in our modern industrial and technological society. It is geared mainly toward educating the 30% minority of college-bound students of whom only 14% will receive college degrees. Our out-of-date, undemocratic, and unworkable public school systems largely neglect or educationally mistreat our non-college bound students who make up 70% of school enrollments. It is therefore responsible for creating thousands upon thousands of dropouts, delinquents, and unemployables, many of whom will become welfare recipients.

We have seen the growth of many Federally sponsored emergency programs in education over the years. One program is finally providing the public schools with a significant amount of money to solve problems. Two million dollars out of the National Alliance of Businessmen's Program will be put into a cooperative venture involving industry, business, the Cleveland Public Schools, and the City of Cleveland. This is a step forward because many earlier emergency programs had not looked to the public schools. They had written off the public schools as antiquated, isolated, and unwilling to participate without ever giving them the kind of money necessary to do the job. For example, vocational education in the past was allotted only $275,000,000 when at the same time OEO programs were granted $2,000,000,000 and welfare agencies were granted $10,000,000,000. Where is the economy in these figures? Have we failed public education or have we not been given the kind of money to do the job that is necessary?

The problems that confront us defy short range solutions and yet most Federal programs are of a short range nature. The election of our public servants is also short range in terms of our present problems. I do not believe that one term of any administrator is going to see the solutions to the problems we face.

In the past there has been a gross mistrust of state and local people and establishments. This has led to a proliferation of agencies, each guarding their own constituency. The Vocational Education Act of 1963 has enabled us to move forward. It has given us an indication of new directions, of new concerns, and of new intent. The concerns have not only been for the skilled areas, but for all levels. We have seen the beginning of a new concept that vocational education has embraced -- that of a role in the concerns for the social problems that presently confront us. While the 1963 Act provided new direction, it didn't provide the kind of money necessary to bring about program implementation. It's hard to distribute inadequate funds on an equal basis. The funding of the 1963 Act was inadequate.

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[1] Dr. Shoemaker is the Director of Vocational Education for the State of Ohio.

We in vocational education are now being asked to make a major contribution to the solution of social problems. I think this is one of the greatest challenges that has ever been directed at vocational education. What they are saying to us is .. Here are the social problems. You can do something to make an impact on them .. It's your job.

The basic concerns, as I see them, are that as a nation there is no way we can produce less and get more. A fair share of less and less doesn't lead to a progressive society. Jobs, not welfare, is the answer! Dr. Briggs stressed that the preparation for work is an essential and major role of public education today. The greatest potential for an impact on our social problems rests with our youth. Studies have shown that once people have become accustomed to living on welfare, the problem of prying them off is massive. Given adequate financing and competent staffing, within ten years the public schools could change the social conditions which now confront us. It must be done, and it was done -- in a negative fashion -- in Hitler's Germany.

The need for a massive redirection of education can be seen by examining some facts about people and employment in Ohio. People in Ohio earn their living in the following categories:

Professions	7.6%
Production Agriculture	3.7%
Off Farm Agricultural Occupations	5.3%
Clerical and Office	14.4%
Distribution	14.7%
Miscellaneous	12.1%

The pattern of school enrollment in Ohio is as follows:

Industrial Programs	3.7%
Vocational Agriculture	2.1%
Office Occupations	13.8%
Distributive Occupations	1.3%
College Preparatory and General	77.2%

These figures show that school enrollments are not geared to fit today's employment trends. Many of the students enrolled in college preparatory programs just aren't going anyplace. In Ohio, schools are very proud of the high percentage of students they send on to college. But we lose 24% of these young people before they even graduate from the twelfth grade. In inner-city areas we lose 50% before they graduate from high school. As bad as this may seem, it's the best we have ever done. Of all the students that graduate from our high schools, only 32% enter college. Of this only 14% ever receive a degree. So in today's market, only 14 out of every 100 Ohio students will graduate from college. This figure is slightly better on a nationwide scale: 20 out of 100. So here are the facts. Vocational education's concern is the remaining 86% of the students, not the 5% to 20% we have been working with traditionally. It has been a nice, easy job to concern ourselves with such a small number. The major challenge is how do you do it for the masses?

Our State Employment Service tells us that we can expect the following trends: An increase in the professions from 7% to 11%. Eighty percent of the future jobs will be in management, office, sales, crafts, and service areas, not in the general labor category. There will also be fewer but better farmers.

We have surveyed over 250 youth in Ohio. Over 70% said they would like to enroll in vocational education in high school, and they identified occupations they would like to train for. Only 26% said they thought they might like to go to college. Of those who didn't identify vocational education, 19% said they were going to college, 4% indicated they were going on to other kinds of post-secondary training, and only 3.7% said they didn't know what they were going to do. We have run this survey in all parts of the state. Similar studies have been conducted in other states and the results are the same ... Once students are given a choice they make a realistic one, but they aren't allowed an opportunity to be realistic in terms of educational program choices. This is the pattern in Ohio and we don't like it. We have tended to put our people at a higher educational level than they really are.

The minority poor are a small percentage of the total population. Profit is a small percentage of the total income of a business. Perhaps the loss of the contributions of this small percentage of society may have the same effect on society that the loss of profit in industry has on the economy. An industry which loses its profit goes under. Maybe a society which loses the contributions of its minority poor will suffer the same fate. If we, as vocational educators, believe in the principles of learning, if these principles are true and soundly based in research, then vocational education has a greater contribution to make to the total educational process than educators, as a whole, have realized.

As vocational educators, we not only face the problem of providing for work centered programs, but we face a problem which relates to the aspirations of people. The personal goals of people may not lean in the direction of vocational preparation. Recently, officials of one city school system wanted to implement a vocational education program in an inner-city, minority area, school. The residents resisted it. They didn't want it. They wanted an honors program instead. What has happened is we have tended to worship the idol of the college preparatory program. This has filtered down through all of our society. It is wrong! Our nation seems to be in the grasp of the concept that the completion of a certain series of subjects is basic to success in college. This is not necessarily true.

We are asking you vocational educators to depart from that which has been comfortable for you and to focus your attention on the needs of this country's inner-city youth and their vocational needs.

We have designated seven committees to take up the concerns that Bill Mason outlined for you in his address. Each of you will be given an opportunity to choose his preference. Thank you for your attentiveness. I've enjoyed being a part of this important program.

THIS IS A TIME FOR VOCATIONAL EDUCATION

Martin Essex[1]

As we start this second 50 year period of growth in our country we can see reasons to identify vocational technical education as the lead force in the new revolution in education.

We have had three or four revolutions in American education -- none of which was directly concerned with vocational education, unless you want to consider the land grant college which set the pinnacle for all kinds of vocational education one hundred years ago. I hope that we will not overlook the possibilities of reminding our scholars and other people from academia that they are now engaged largely in vocational education. They haven't labeled our great universities as vocational institutions, but they are largely this. I remind university presidents of this, and that they shouldn't view this important new development with any disdain. They should view it with pride and say we have set the way for you. Once you get them to realize this, you could progress much faster and there are reasons for optimism.

The idea of general education as a solution to the mass education problems is now discredited and a great mass of people is ready to move on and to get to the vocational component in its proper dimensions.

The improved relationship with labor, industry, and vocational education is a reassuring element. This relationship may be permanent, but I am inclined to think it is a temporary development. But I would urge you to use the National Alliance of Businessmen as the means of getting the institutional aspect of vocational education in its proper perspective.

I have not seen the United States Congress in a more favorable mood toward vocational programs at any time in my career. Congressman, conservatives and liberals alike, jerk vocational eduction information right out of your hand, they are so eager. They recognize the great American crisis -- the dilemma that confronts us, and they are looking at education as a solution and vocational education as the particular vehicle.

This is a tremendous challenge to vocational educators. The agriculture education success story can't always be held out.

Only about 3% of the people in Ohio are engaged in agriculture (farming) per se. We haven't used all of vocational-technical education as a means of resolving our problems as we did with agriculture education. Agriculture education got the best paid people, best trained people, the people who had time.

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[1] Dr. Essex is the Ohio State Superintendent of Instruction and Chairman of President Johnson's National Advisory Council on Vocational Education.

The dream of America "40 acres and a mule" is a great dream, but no longer a buyable one. This illustrates the vast change that has taken place in our society. For vocational education in the urban center has been less than good.

Up until the last couple of decades, the large cities of America were the centers of educational excellence. Unfortunately, this no longer prevails. The country is now beginning to realize that education is our means of resolving our current problems. We have a picture of success in vocational education that can be projected and I think this is evident in Congress at the present time.

I have become shockingly aware of a matter I would like to share with you. As I look back on my experiences with large city school management, it lacked knowledge in working with state education agencies. We viewed them with disdain, as a nuisance, something in our way. We felt we didn't need them. In the 20's the city had the resources, culture, and wealth. They could hire the better teachers. This carried on down through the years. State departments were largely instrumentalities for gathering statistics and distributing funds. We didn't learn how to work with them. I see this now, repeatedly. The large city has a problem working with the State Department of Education and with the Federal government. In turn, the State and Federal agencies are inept in working with urban education people. Here is where we could have a series of meetings across the country on how to work more effectively together. People from small communities are in and out of the Department of Education in a continuous stream. They know people on a first name basis. They have reasons to invite them out to see their programs. They give the time to developing ideas and developing programs that will fit into rules and regulations, and they work out their program compatibly with them. In the future there is no other route in America but the inevitable larger responsibility for State and Federal agencies in both funding and programming. We need to direct this with the greatest of care because it is going to become more and more important.

We in Ohio have poverty. We have compensatory programs, such as the largest breakfast program in the states. State money makes it possible. State money permits a flexibility in filling in the gaps of the Federal money where the restraints don't quite permit utilization of it in areas where you would like to use it. There is need for this mutual concern -- getting State money to augment Federal money in a compensatory area.

The city has traditionally been the center of culture and a marvel of productivity. Now it is a cesspool of pollution, crime, illegitimacy, and congestion. It is a blot on us. This is a big challenge to vocational educators. It will bring recognition that we haven't had before. We are headed out, and you are going to have more opportunity to exhibit educational leadership than any group has had in our lifetime.

The new term being used in Washington is complementarity. When you write a government report, it must be factually honest, but you must have the art of putting complementarity in it to make it politically acceptable and publicly approvable. In vocational education you must continuously reassure the public that you are making gains.

The time for vocational education has come in America. It should have come earlier -- but now it's here to help solve a great mass of social issues.

The Vocational Education Act of 1963 is now in the range of 250-275 millions of dollars, a vast expansion over the period prior to 1965. However, when you compare this with the compelling character of present needs, it is very, very insignificant. It has, however, permitted us to do a certain amount of gearing up and organizing. In the future we will be in a position to use this manpower and ideas in a larger program constructively. As you look at the proposed Federal legislation, it proposes to set appropriations in the range of a billion dollars by the early 70's. If you will note the recommendations of the President's Advisory Council, you will see that we were recommending in the range of a billion and one-half dollars, something that we thought was feasible -- something in the range of the fiscal resource potential of this country. If you study the breakdown you will note that it is heavily directed toward social issues, research innovation, and demonstration -- the kind of issues and problems that confront us.

I glanced through the Council's report. Twenty-six recommendations were made. They are directed toward putting many different programs under one direction. They stress more flexibility and less categorizing. The bill now before Congress goes in that direction. We must have cooperation between State and Federal people.

Industry will become concerned and informed in a knowledgeable way more than they ever have been in the past. When they are engrossed, they will recognize they can play a larger role in making resources and leadership concepts available.

NAB is something on which you can build. I urge you to proceed to build into comprehensive high schools the services that occupations demand. Develop clusters of occupations so that you can fully utilize equipment and teachers and get the elements interacting with each other more effectively than we have in the past.

In addition to the comprehensive schools you have area schools within the city, where you can develop more sophisticated, occupational programs.

Another approach is the development of an educational federation with neighboring communities beyond your boundaries. You need it for a crossflow of ideas; they need it for services. We need it to resolve the integration problem. Help your associates master the coordinate skills and bring a comprehensive service to the alienated and hostile youngster. Accept the poor as a responsibility in vocational education. The world respects the people who bring needed services, however difficult they may be. This is the American frontier in your day and mine, and if vocational education moves in with enthusiasm and competency to serve this need, you will be extolled in this fourth American revolution in education. America needs answers -- vocational education properly directed has these answers. When you can serve the poor to resolve the social problems, you will be the people in demand in your time.

MANPOWER DEVELOPMENT AND TRAINING PROGRAMS

Dwight Crum[1]

Title I of MDTA provides funds for research, experimental demonstration, and developmental and pilot projects. Thus, there is a source of funds for urban cities to conduct programs designed to prepare people for employment. In addition to this, Title II funds can be used to supplement Title I funds. Title I is primarily approved by the Manpower Administration in the Department of Labor. However, our Division of Manpower Development and Training, in the Office of Education, also receives proposals for training and works with the Manpower Administrator in getting projects approved and funded.

Title II sets up duties of the Secretary of Labor and the Secretary of Health, Education and Welfare. These two parts provide the funds for all occupational training including basic education and other needed supportive services. For example, special programs in communications skills, family services, etc., are now provided in multiple occupational projects or manpower training centers.

MDTA is a three link chain. The first and third links are the responsibility of the Department of Labor and the middle link is Education's responsibility. On the State and local levels this is your public employment service.

The first link identifies the need for training and the persons to be trained, and refers them to education. Under MDTA, no training takes place unless it is mandated by the Labor Department. We call their form MT-1 the prescription, because it prescribes what type of training is to be given and the type of people to be trained. It also gives some information concerning their aptitudes and backgrounds. The third link consists of the responsibility for job placement and follow-up. The middle link is the one in which vocational educators are interested, pertaining to institutional training, and they are the ones responsible for providing such training. In the original act the word "institutional" training was never used. It was stated that the Secretary of HEW would provide occupational training for persons referred to him by the Secretary of Labor. But the term "institutional" training developed because of the on-the-job training responsibility of the Secretary of Labor, and to distinguish between the two programs. All on-the-job training programs under MDTA must be under contract with the Secretary of Labor. So there are special programs for older workers, disadvantaged youth, and inmates of correctional institutions. All of these are under MDTA. I want to get into some of the problem areas that concern MDTA, especially those pertaining to the big cities.

One thing about MDTA, that is different from other kinds of programs people in education are familiar with, is it is not a grant-in-aid program. It is a payment-for-services program. This has made a difference in its administration and operation since its inception. From its beginning the two departments determined that all training offered under it would be given under a project basis which is similar to research. I know this has meant a lot of work for local people, but on the other hand it has had some beneficial aspects, such as the employment services and vocational education people working closely together. The act started out with 100% Federal money; it is now 90-10. The State and local contributions are 10%. Interestingly enough, only public education people have come up with the 10%. If you are an industry, private school or other kind of program, other than one given by public schools, you get the 100%.

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[1] Mr. Crum is the Assistant Director of the Division of Manpower Development and Training, the U. S. Office of Education.

I want to address the next few minutes of my presentation to CAMPS, Cooperative Area Manpower Planning System. In 1966 the Act was amended to allow 80% of Title II money to go to the States. So the 80% is the amount allocated to the States to put CAMPS into operation. Twenty percent is available for national programs. This 20% unapportioned account also represents money available for projects such as training programs in large cities. The President announced recently that some of these accounts are pretty well tabbed for new programs.

Let me tell you about the money situation in CAMPS for 1969. This is what State and local people have to work with. The projection was that there would be $354,000,000 for Title II apportionment. From this $22,000,000 would be set aside for this unapportioned account, leaving $265,000,000 for State apportionment. Then $64,000,000 plus was set aside for a concentrated employment program known as CEP and for the JOBS program. So, really, the States have to plan with a total of $200,000,000 or 56.7% of Title II apportionment under CAMPS. Of this $200,000,000 vocational education people will have access to the institutional monies set aside, which is $160,000,000. This is 45.2% of Title II apportionment. On the average the preparation of each trainee costs $2,000. Of this amount $1,200 goes to employment services and $800 for vocational education. This is for an average of about 35 weeks of training. Nearly all these programs consist of between 30 and 40 hours' instruction per week. So it is to the credit of vocational education in this country that we are able to keep the cost of this program down at a time of rising costs. We are saying that about 2/5 of the institutional money is set aside and goes to the educational establishment in both public and private schools. This 2/5 represents 18% of Title II appropriations.

When Manpower started it was hitchhiking on what was available in the vocational system in our country. It was taking up in the afternoon where the day program left off. But as the program grew, and as vocational education grew, the direction of the program started changing to serving more and more disadvantaged persons. This growth stimulated the need to rent facilities and group services together in multiple occupation programs.

There is a reluctance on the part of some high administrators to really believe the educational system means business in serving disadvantaged. In going beyond vocational agriculture, homemaking, and other vocational education programs, Dr. Mathews testified on this subject. He inserted into the Record the kinds of things that are being done in institutional training.

What I am saying to you is this. Perhaps the local, State, and Federal government people, who are responsible for money and programs, don't really know in many instances what local vocational education people are doing for the disadvantaged with a program such as MDTA. House Bill HR15045 brings this out more than anything else I could say. When it was first introduced, it only recommended extension of the Act until 1972, a three year extension. It now identifies what institutional training is and specifies that the two Secretaries shall give priority to the use of skill centers. They did this based on testimony indicating quite a bit of support for skill centers and what they are accomplishing. I recommend reading this report. It is HR1595, June 27, 1968.

Another change comes under Title III apportionment benefits. It is designed to avoid unnecessary waste and duplication. It directs the Secretaries of Labor and HEW to allocate sufficient funds and specify the numbers of institutional trainees. In no event shall the overall allotments for institutional training be less than 65% of the funds appropriated from Congress to carry out Title II of this Act. This bill will be ruled on soon.

The things we are doing in working with our counterparts in the Labor Department are on a pilot basis. This year we are developing some guidelines for skill centers to operate on. I prefer a fifteen month operational plan. It may have to be on a fiscal year basis, where you keep so many people going at so much per head all year long. Thus, if 10 or 15 trainees leave, you fill the program back up again. This would give a lot of flexibility to the employment service and local education people. There has been some hesitancy to move off the project method. The Federal government has made it clear they want to keep the Act flexible. So we want a joint administration of the programs by Labor and Education.

The Federal government has made it clear they want to keep the Act flexible. So we have a joint administration of the programs by Labor and Education.

Don't be thin-skinned about criticism against any of the programs I have talked about. There is an idea we must all support. "Education can do the job." It is easy to make education the whipping boy of some urgent problems. It has had its difficulties. But we try very hard to work through the State education agencies. We also work with private schools and industry. Lately we have been pressing for a return to an expansion of cooperative types of training in MDTA programs because you can involve industry in the training of the disadvantaged.

A REVIEW OF THE PROGRAMS ADMINISTERED BY THE DEPARTMENT OF LABOR

William E. Blake[1]

I am happy to have this opportunity to discuss certain Department of Labor manpower programs which have a definite impact on your responsibilities as vocational educators.

I represent the Bureau of Work Training Programs (BWTP), an arm of the Manpower Administration (MA) of the Department of Labor.

I should like, first, to describe briefly how the BWTP came into being and then to tell you about its various manpower program responsibilities. Next, I shall attempt to spell out the significance of vocational education in our various program activities. Youth Work-Training programs were established by the Economic Opportunity Act (EOA) of 1964. The Secretary of Labor assumed the responsibility for their administration in October, 1964. An organizational entity, the Neighborhood Youth Corp (NYC) was set up for the Department of Labor to administer. In 1967 the Adult Work Experience programs were included in the 1966 Amendments to the Equal Opportunity Act, and the Neighborhood Youth Corp became the Bureau of Work Programs.

In late 1967, Congress passed amendments to the Social Security Act (SSA) which gave the Department of Labor important responsibilities in the implementation of the Work Incentive (WIN) program. These responsibilities were delegated to the Bureau of Work Programs. The On-the-Job Manpower Development Training Act programs were also transferred from the Bureau of Apprenticeship Training to the BWP, along with a newly developed program, the Job Opportunities in the Business Sector program (JOBS). The end result of the reorganization was a name change in January of 1968 to the present designation of Bureau of Work Training Programs.

The Bureau now operates programs authorized by the Equal Opportunity Act of 1964, the Manpower Development and Training Act of 1962, and the 1967 Amendments to the Social Security Act.

From the Equal Opportunity Act we are delegated the responsibility for administering the Neighborhood Youth Corp program, the New Careers program, the Operation Mainstream program, the Special Impact program, the Job Opportunities in the Business Sector program, and a delivery system for manpower services, the Concentrated Employment program.

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[1] Mr. Blake is Manpower and Development Officer in the U. S. Department of Labor.

The Neighborhood Youth Corp program is subdivided into three components:

1. The In-School component provides part-time employment and useful work experiences for students, in the ninth through twelfth grades, who are in need of earnings, to resume or maintain school attendance.

2. The Out-of-School component provides such things as on-the-job training, and educational training assistance to develop the enrollee's maximum occupational potential. The former criteria for this program was 16 to 21 years of age and unemployed. The upper age limit was removed by recent legislation, however, and we are hoping to maintain its identity as a youth program by limiting those over age 21 to 10% of the enrollment.

3. The Summer NYC program provides work for disadvantaged school kids, to give them experience, to encourage them to continue their education, and to provide them with a measure of financial assistance. Let me turn now to the so-called "adult" programs.

The New Careers program authorizes grants to States, local agencies, or private organizations for projects designed to prepare unemployed low-income adults for entry into career jobs in public service such as support/subprofessional personnel. These jobs must offer continuous full-time employment and have structured opportunities for promotion and advancement.

Operation Mainstream projects must be designed to provide meaningful work experience and training to unemployed poor adults in activities which will improve the social and physical environment of the community. The principal objective of OM programs, which are focused on older people, is to provide training for permanent jobs in the competitive job market. These OM programs have for the most part been confined to rural areas and small cities.

Special Impact is a versatile program designed to solve critical manpower problems in communities or neighborhoods with a great concentration of low-income, unemployed residents. Projects under this program should be designed to serve as catalysts for coordinating and structuring comprehensive manpower programs consisting of components authorized elsewhere under NYC, MDTA, NC, etc. The Special Impact program funds may be used to pay for essential services not funded under other programs, e.g., transportation, rehabilitation of facilities, health services, and day care.

The Concentrated Employment Program (CEP) is a manpower services special delivery system designed to provide improved coordination and delivery of services through a single overall sponsor who, under contract, is responsible for developing an integrated program designed to meet the individual needs of target area residents. It has been established to meet the needs of severely disadvantaged, unemployed, and underemployed persons. CEP provides services to identify and recruit needy persons for the program, to screen and diagnose their employment and related problems, to provide orientation for employment, to train them in needed skills, and place them in steady jobs. It concentrates its resources and services in selected target areas, as determined by Department of Labor survey data, census data, and other information. Our present glamour package is the job Opportunities in the Business Sector (JOBS) program which the President set forth in his manpower message to Congress in January of this year. He called for a partnership of American business and government to apply its talents to the critical problem of finding jobs for the nation's hard-core unemployed. The National Alliance of Businessmen (NAB), a non-profit independent corporation, was formed to bring the resources of private industry to bear on the problem. The Alliance will divert its efforts initially to the nation's 50 largest metropolitan areas. Its goal is to encourage private companies to put 100,000 men and women to work by June, 1969 and 500,000 by June, 1971. It is also working to put 200,000 needy youth to work this summer.

The JOBS program is funded mainly through the Equal Opportunity Act (EOA). Briefly, it gives private companies financial incentives to hire and train hard-core unemployed under a contract with the Department of Labor. The contract goes beyond the conventional job training which many companies presently conduct for new employees. It provides for funds to offset the added costs of counseling, basic and remedial education, pre-vocational, on-the-job training, and other supportive services. All of these activities are needed to rehabilitate disadvantaged unemployed individuals into fully productive workers. The President has proposed to Congress that $350,000,000 be provided to support the JOBS program ($106,000,000 in 1968, $244,000,000 in 1969).

The 1967 Social Security Act Amendments created the Work Incentive program. We have been gearing up to administer this program but unfortunately Congress, while providing the authority to begin the program on April 1, neglected to provide any money until this July. It's interesting that they provided $10,000,000 for this program and gave us five days to get it committed. The goal of the Work Incentive program is to make it possible for men, women, and youth over 16 to find productive employment and leave the welfare rolls. Enrollees, according to their needs, receive a variety of manpower and supportive services designated to prepare them for permanent jobs. Local welfare agencies refer clients to the program. They are then oriented, tested, and counseled by the local manpower agency (usually the State Employment Service) which refers them to jobs or to work and training programs such as Neighborhood Youth Corps, New Careers, or MDTA.

Supportive services include remedial education, transportation, and day-care services.

The last program is the On-the-Job Training program of the Manpower Development and Training Act, which we inherited from the Bureau of Apprenticeship Training. These projects use instruction combined with work at the job site to qualify a trainee for a particular occupation. They may be in individual plants, industrywide, areawide, or nationwide. They may be for entry workers or for upgrading workers already on an employer's payroll.

The Bureau of Work Training Programs does not conduct its programs. With the exception of the JOBS and possibly the WIN and OJT programs, sponsors, usually local community action agencies under the OEO, receive funds from BWTP to conduct programs in accordance with specific agreements. These sponsors may enter into subagreements with other agencies such as the local school board for the use of facilities and services, where appropriate.

A cardinal principle of the BWTP program is that existing facilities for education, training, and supportive services, be used to the maximum degree to avoid needless duplication.

It would be wonderful if I could say that our experience in coordinating our programs with vocational education activities had been wonderful--or even satisfactory. But you know as well as I that this would not be true. It seems that the principal criticism of the manpower activity is lack of coordination among programs. This may stem from the way Congress has structured the basic legislation or it may be a result of improper administration at Federal, State, or local levels. I don't know. I do know, however, that there are numerous efforts being made to improve interaction of the various activities that impact upon manpower.

You vocational educators can assist us in improving our local BWTP programs by contacting your local community action agency and volunteering to serve on its advisory committees. We have asked the Community Action Agencies to make certain that local education is represented on their boards or advisory committees. We know this is not always done and that in many instances the education representative does not know what the vocational education system can offer.

Your participation as vocational educators is crucial to our success in removing the disadvantaged, unemployed people from the depths of poverty and a continuing cycle of dependence on welfare.

REHABILITATION PROGRAMS

Harold F. Shay[1]

The Rehabilitation Services Administration is part of the Social and Rehabilitation Service. A reorganization took place last year. Now a single agency contains the Rehabilitation Services Administration, the Children's Bureau, the Administration on Aging, the Medical Services Administration, and Assistant Payments Administration (welfare).

The purpose of the reorganization was to separate payments from social services, but more important, to place this concept of rehabilitation right at the very heart of the new agency. Rehabilitation programs constitute a partnership between the Federal government and State vocational rehabilitation agencies. RSA is a Federal component and there are now 89 different State agencies, 35 of them devoted exclusively to serving the blind. Each state operates under a State Plan for Vocational Rehabilitation. Direct services for handicapped individuals are now provided only through the State agency. The money is supplied through grants under the basic support program.

Public rehabilitation is a fairly small program by Federal standards, but very flexible. Its emphasis has always been on continuing kinds of activities rather than isolated project grants. This approach insures a continuity of effort. Activities which are begun are continued in perpetuity for as long as the need exists. We do have a wide range of project grants, but these are primarily service oriented, with emphasis on integrating these services with ongoing programs. In the coming fiscal year, I expect the total program will come to approximately $400,000,000 in Federal grants-in-aid. It is a small program, but it has paid tremendous dividends. We estimate that for every dollar spent on providing an individual with vocational rehabilitation services, the individual increases his earnings by $35. In some pilot kinds of activities with disadvantaged rather than handicapped, those individuals receiving the same kinds of rehabilitation services increased their earnings $52 for every dollar spent on their vocational rehabilitation. Because rehabilitation is such a broad concept and the program is small, the rehabilitation agencies have always had to rely on other agencies, and have always worked cooperatively with other agencies. We have different types of cooperative programs in schools and mental hospitals. The main question posed often by school people is--Who can receive vocational rehabilitation services? This program is for handicapped individuals and there are criteria for eligibility.

To be eligible you must have a physical or mental disability. This must constitute a substantial handicap to employment and there have to be reasonable expectations that providing someone with these services will render him employable. Our definition of mental and physical disability is broad enough so that it specifically includes what we call behavioral disorders, those with deviant social behavior or some kind of impaired ability to carry out normal relationships with their family and community.

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[1] Mr. Shay is a Consultant for Handicapped Youth, Rehabilitation Services Administration, Social Rehabilitation Service, U. S. Department of Health, Education and Welfare.

We are fairly broad and flexible in our approach. The agencies in large cities are involved in different activities for disabled or disadvantaged. However, the concept of disability is undergoing changes in America. Seven times the expected incidence of disability occurs among the poor.

Vocational rehabilitation is aware of its responsibility in large cities. We are moving, as rapidly as our resources allow, to extend our services to inner-city residents. Vocational rehabilitation services have represented a broad spectrum of supportive services, counseling, placement, follow-up, etc. A new service is provided to families of handicapped people, when such services will contribute substantially to the rehabilitation of the handicapped individual. Thus, in working with children in difficult home situations, we can now involve their families.

There are philosophical distinctions between vocational rehabilitation and vocational education. Vocational education is available to all; vocational rehabilitation is available to a small clientele, the physically and mentally disabled. There is also a basic difference in technique, such as in your vocational education programs for persons with special needs. In such situations it would tend to be a group referral, for a block of services. In vocational rehabilitation, with the very same individuals, the emphasis would be on an individualized kind of relationship between the counselor and client. But in spite of distinctions, both have successfully combined their resources in many ways in many communities. Our program does not presently specify any flat minimum age. However, there are vocational goals so the emphasis is on the junior and senior high school age group. Our in-school rehabilitation programs have been working with special education to a large degree, and vocational education to a small degree. Vocational rehabilitation in-school programs are far more prevalent in small communities. The small community seems to have better feed-in to state agencies. The program which has been responsible for a minor revolution in special education for the mentally retarded began in a vocational rehabilitation program in Texas. It involves a combined program where schools take over the academic training in early years. Vocational rehabilitation agencies are in the schools for the secondary school years, and they bring the individuals right out into the community. This approach could work equally well with the disadvantaged.

We have one problem with some of our cooperative activities under the Vocational Rehabilitation Act. A requirement stipulated that State Vocational Rehabilitation Agencies had to be the sole administrator of joint programs. In the new Act just passed, there is a waiver clause. At the request of the State Vocational Rehabilitation Agency, they may share supervisory duties with other agencies.

In the past Vocational Rehabilitation has cooperated with schools in many ways, such as counseling for slow learners, underachievers, physically handicapped, and dropouts. Many students receive from $10 to $25 a week for completing a ten week course under vocational rehabilitation.

New legislation such as the Juvenile Delinquency Prevention Act, which was passed by the Senate last week, may provide some resources for vocational education, especially in rehabilitative projects and preventive projects. This Act is to be administered by Social and Rehabilitative Service.

In closing, I would like to review the definition of "disadvantaged individuals" as viewed by Vocational Rehabilitation. The term refers to those individuals who are handicapped and individuals who are disadvantaged by reason of their youth or advanced age, low educational attainment, ethnic or cultural background, prison or delinquency records, or other conditions which constitute a barrier to employment.

PROGRESS OF FEDERAL LEGISLATION

Mary P. Allen[1]

On July 2, Congress began action on the Vocational Education Amendments of 1968. Both the House and the Senate Committees moved very rapidly. Both the House and Senate have now completed action on H.R. 18366 and S. 3770, and we fully expect that a House-Senate Conference Committee will resolve the differences in these two bills.

As vocational educators, you can be very proud that the Vocational Education Amendments of 1968 passed both the House and Senate without a dissenting vote. Certainly this fact is a resounding vote of confidence in the vocational educators of this country and in the work you are doing. We point out that without question this legislation gives a new mandate to vocational educators to expand and improve programs at all levels. Congress, in passing this legislation, is saying to us that vocational educators will be given the challenge of training people to work. This is our mission, and I have every confidence that we will accept this challenge and fulfill our obligations successfully.

Fifty-three members of the House of Representatives introduced the bill (H.R. 18366) which passed on July 15 by a vote of 389-0. The basis for this bill was H.R. 16460 which was introduced earlier and which is the bill we urged you to ask your Congressmen to support. Since the bill covers some 50 pages, it will be impossible to give you all the details of the legislation. However, we include some of the highlights:

H.R. 18366 (formerly H.R. 16460) --

> Authorizes for FY 1969, $355,000,000, and for FY 1970, and for each succeeding fiscal year, $565,000,000 for grants to the States, and is an amendment to the Vocational Education Act of 1963. The grants to the States would become permanent at the $565,000,000 level.
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> In addition, the House bill authorizes $40,000,000 for FY 1969, and FY 1970 to make grants to the States (allotted under the provisions for Sec. 4-(a) funds of the VEA of 1963) on an 80-20 matching basis, for vocational education programs for the disadvantaged in the urban areas.
>
> Authorizes $35,000,000 to extend the work-study program for two years.
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> Authorizes a reservation of $5,000,000 to be spent for local studies and projections of manpower needs for the use and guidance of Federal, State,

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[1] Miss Allen is Director of Public Information for the American Vocational Association, Inc., Washington, D. C.

and local officials, and advisory committees, charged with responsibilities under the Vocational Education Act. These studies will be worked out upon terms and conditions satisfactory to the Commissioner of Education and the Secretary of Labor.

Elimination of matching by separate categories is provided for.

Fifty percent of the research funds (the 10 percent set aside) would go to the States for research purposes, and are to be used to pay 75 percent of research coordinating units, and 90 percent of the costs of other research and demonstration projects.

Authorizes a two year program for exemplary and innovative programs and projects in vocational education, $15,000,000 for FY 1969, and $25,000,000 for FY 1970.

Authorizes a two year program for residential facilities, FY 1969 $15,000,000 and FY 1970 $15,000,000.

Authorizes a two year program for home economics at $15,000,000 for each year.

Authorizes funds for curriculum development, coordinated by the U. S. Office of Education, at $7,000,000 for FY 1969 and $10,000,000 for FY 1970.

Amends the Education Professions Development Act to provide for leadership development and upgrading of vocational education teachers and other personnel. Authorizes $25,000,000 for FY 1969, and $35,000,000 for FY 1970.

While this bill contains many provisions that were recommended in the House bill, the basic structure of the legislation is quite different. Instead of a selective approach for funding that is contained in the House bill, the Senate bill is directed towards grants to the States with certain percentages of funds set aside for use in innovative and exemplary programs, research, and some 17 other purposes that are listed under "State special emphasis programs."

Both bills call for expanded and strengthened National and State advisory councils. The President would appoint the National Advisory Council. The House bill would have the State Advisory Council appointed by the Governor, and the Senate bill would have the State Advisory Council appointed by the State Board. The Senate bill spells out that representation on the National Advisory Council shall include "persons representative of labor and management who have knowledge of the semi-skilled, skilled, and technical employment in such occupational fields as agriculture, home economics, distribution and marketing, health, trades, manufacturing, office and service industries, and persons representative of new and emerging occupational fields." There are provisions also for persons from the fields of vocational education, manpower programs, and representatives of the general public.

The House bill would become effective this fiscal year (1969) while the Senate bill authorizes funds for FY 1970. The House bill calls for approximately $250,000,000 in addition to those funds now authorized for vocational education; the Senate bill, for FY 1970, authorizes an additional $200,000,000.

We anticipate no difficulty in resolving the differences in these bills.

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*NOTE: HR 18366, passed October 16, 1968, authorized appropriations of amounts greater than some reported above.

AN EMPLOYER LOOKS AT EDUCATION

Charles W. Ufford[1]

I am honored to address this hand-picked group of prominent educators. It is presumptuous of me to speak for all employers and to tell educators how to run their business. But I like this particular subject because I am an employer. I am qualified to look at education. So let's get at it.

I want to talk to you, not about education in general, but about two specific areas; namely, the need for developing good attitudes, and the need for education geared to the world of work.

There is a tendency for people to assume that the world of work is a dark place where dirty people do various grubby, uninteresting jobs. On real thought, however, the world of work is a vast, creative complex which includes art galleries, churches, the space industry and the education field with its array of related activities. The world of work employs people to be everything from sweeper to president, from truck driver to social worker, from custodian to superintendent. As a matter of fact, the Dictionary of Occupational Titles lists 21,741 occupations, and these make up the vital world of work. In this world of work, you are just as much an employer as I am.

What kind of people do we fellow employers want to hire in your school systems or in our factories, laboratories, and offices?

1. People who can do the jobs they are hired for.
2. People who can learn to do the jobs they are hired for.
3. People who can grow and progress to better jobs.

You and I know there are not enough of any of these types to go around today, so there is a big job to be done by someone. Who?

1. Parents have to do it to the degree they can and will.
2. Employers have to do it by adaptation, guidance, training, and upgrading.
3. Educators have to do it during the 12 years they have an influence on the next generation of this great country.

Educators are the real professionals in the field and we look to them--a lot. But even these professionals fail to attract many children, fail to hold them, and fail to educate them in the field of their major talents unless, of course, those talents are academic. Let's not blame anybody or get defensive. I cited exceptions, but they are facts to deal with just the same. There is a job to do.

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[1] Charles W. Ufford is Vice President of Warner and Swasey Company, Cleveland, Ohio.

This lays the groundwork for the first area I want to talk about--the need for developing good attitudes in people.

Attitudes are a complex subject, but let us bring it down to basic essentials. People need to have a firm attitude of reliability at their particular level, from entry job to the top. People need to have a firm attitude of motivation to do a job and make something of themselves. Attitude development should begin at home. Some homes produce them and some do not. Nobody knows this better than you educators. When good attitudes are built at home, you have few problems.

But with countless numbers of poorly prepared people flocking to our big cities, good attitudes and motivation do not start in many homes at all, and people like you and me are left to deal with the problem. Even in the suburbs, fathers won't take the time to teach the kids what "frugal" means. You know what this means to educators. Let me tell you what it means to one employer.

In 1966 we hired 965 hourly workers to make a net gain of 14 people for the year. True, some died, retired, and some were promoted to white collar ranks. But the bulk of 900 odd people came and left and didn't hook on. Their rate of absenteeism and tardiness was a bad problem. Such problems can stop a manufacturing operation in its tracks. And it did so with us. Somehow, we must develop attitudes toward acceptance and responsibility.

Let me make three suggestions about developing student attitudes in the big city school systems:

A. Don't let teachers get out of the counseling and guidance business. Great teachers don't try to compete with the counselors and guidance professionals. They supplement the pros wonderfully by word and living example.

B. Raise the stature of your counselors and guidance people. Give them status, backing, leadership, facilities, and flexible scheduling. Help the great ones get great results and make the lesser ones do the very best they can. It can make the difference between success and failure for a significant part of a generation, especially in our great cities.

C. Establish an active, realistic liaison between counselors and guidance people and the world of work. I'm told that the average counselor in our junior high schools and high schools knows a great deal about the academic requirements of Ohio State University but very little about turret lathes, computers, or thousands of other jobs in the world of work. The best of intentions will misfire or backfire if not hooked into reality. Reality changes fast. I know it's hard for counselors to keep up with it all, but it can be done. Let me give you some examples I happen to know about of how to go about it--

1. Most summers we hire high school teachers and counselors to work in

our plants and offices. This is not orientation, but realistic experience. They learn and we learn.

2. The principal, staff, and half of the faculty from East Tech have been to our plants for a tour, dinner, and conference on mutual interests. They learn and we learn.

3. Three teams, consisting of a counselor and a vocational education teacher from junior high, will be at our Cleveland plant for two-week tours each summer as part of the Board of Education program to keep teaching and guidance realistic. They take six weeks of their summer. The employer pays the bill. They learn and we learn.

4. We encourage and support many plant visits by classes to show them what the world of work is like and to help the students find out that the people working successfully are people just like themselves, only a few steps further along. They see factory men with skill and competence doing important things well, making out well, and handling responsibility for machines, material, parts, and tools.

They see supervisors, technicians, designers, planners, and schedulers who rose from the ranks just like they can if they try. Today's students need to learn to be reliable, patient, well groomed, and develop understanding.

These things can and must be taught by teachers and counselors--early and often. Some may say, "Fine. We all try. But how about the ghetto child we can't reach?" If conventional methods won't work, we must try something else. Our company is currently buying a Negro business to put employment at the doorstep of the Hough ghetto unemployed, black or white. If they won't come to us, we go to them. Nobody is forcing us to do this; we want to see the problem solved. Maybe an Educational Sales Bus, beating a path to their door, will catch the interest of some. Why not try, if you haven't already done so?

Some may say, "Yes, but they come from bad, filthy, low-grade ghetto homes. You can't change those homes." But our company bought a perfect horror of an apartment house in the Hough area and rehabilitated it beautifully, and had the Urban League train the same families in how to take care of modern plumbing, good wall coverings, disposals, formica counter tops, and wall-to-wall carpeting. Now, a year later, these apartments show much pride and only normal wear and tear.

Some may say, "Yes, but how about the dropout? We lose them." But a few years ago Cleveland Board of Education researched the dropout problem, set up a Work-Study Program for high school dropouts. They tried to develop all the attitudes I listed, got the kids back into school for half days, into jobs for the other half days, and produced a fine group of graduates. Some went on to college, some went into jobs, most had some form of success.

So I urge you to develop a strong, active liaison between the schools and the world of work. Learn what is realistic from employers. Then, teach the students the truth in a practical form, and help the employers learn about the schools so that they can bring their resources to bear on the problem.

We could talk all night about developing attitudes but we must move on. Let us now think for a few minutes about my second area of concern--the need for education geared to the world of work.

Everybody knows that the educational system in this country is geared to sending to college everyone who can reasonably get there. Parents, teachers, counselors, and employers all support this philosophy. Employers, alumni, the government, and the educational system itself provide vast monies and efforts to help these students go to college. We even pick out students who never thought of going to college, who really aren't anxious to go to college, and many of whom won't stay in college. Is this great, progressive, and wonderful? In Ohio, 92% of the State's school funds are devoted to academic and general education, 8% is devoted to vocational education. The theory of academic supremacy is long established, supported lavishly and subscribed to overwhelmingly.

As a result, many school systems have one front door. It leads to college. All other doors are for the students who are not academically talented and not oriented to college. These other doors are sort of servant's exits for people who will probably work at grubby jobs in dirty factories. These jobs, to the academically oriented, all are in Nowheresville, certainly someplace where no academically oriented person would want to be. Everybody knows that's the system and has been for a long while. And employers are hiring college graduates as if they were shortly to go out of existence, as if almost every job needs a college graduate.

Now, let's look at a standard bell curve of normal distribution. If our long accepted theory of academic supremacy is correct, all the academically educated people live on the right side of the median. These people are happier, (the chart tells us) better oriented to life, better paid, more secure, and they get fewer parking tickets than the people on the left. You name it, they have it. Oh yes, they drink and smoke less, go to church more, save more money, contribute more time to the betterment of the community, and make better wives and husbands--in every way according to our theory of academic supremacy.

Conversely, on the left side of the median there are the non-academically oriented citizens. The chart, based on our theory, says they must be a pretty sorry lot, contributing little to society, living on the edge of disaster and probably not worth much concern by educators in the first place. They just aren't in the right club. They are lucky that the system lets them have 8% of our school funds.

Many of us in this room have rattled around in life enough to know that the picture I paint simply is not true. That median line does not separate Utopia from Nowheresville. The median shouldn't be there at all, should it? There is a great mixing that takes place in the world of work. There are academically educated dunderheads clear to the left side of the chart and talented non-academically oriented people clear to the right side. Then there is the great middle class of Americans, people who earn $6,000 to $16,000 a year who are great individuals, great employees, great citizens, great family people. They have ability and they use it in the world of work capably and productively. They work in your school systems, in our factories, laboratories, and offices, and in thousands of other middle range job classifications throughout the country.

Many of the people in this great middle class are academically talented and educated toward jobs that need their abilities and talents. Many others are mechanically talented and educated toward jobs that need their abilities and talents. Many others are mechanically and manually oriented and capable of doing vitally necessary jobs productively and well. And these latter people have succeeded and will continue to succeed, in spite of the fact that about 8% of the educational system is oriented to developing their great but non-academic talents. There is a great and expanding market for vocationally trained men and women of real talent to fill these occupations important to the world of work. And these people are succeeding in living secure, interesting, steadily improving lives, and paying a sizeable share of our taxes. They are doing it in spite of the fact that they are not academically talented while the academic shoe pinches their non-academic feet. Our educational systems overwhelmingly continue to give them no real help beyond the minimum formalities. The educational system continues to indicate by word and action that it's Academia or bust. This may be a long-established habit, but it just isn't realistic.

I do not say "Down with Academia" but I do say "Up with Vocational Education." I'm not talking about teaching dumb kids to build bird houses or copper ash trays. Academia does not interest, challenge, or even appear useful to many young people--nor to their parents. Neither will bird houses or ash trays, except as individual projects. And so many young people goof off, drop out fo. lack of motivation. Yet once these young men and women learn that they can aspire to a good living, good working conditions, good security, upgrading possibilities, and have access to education and training which does apply to them, they become reliable, capable and progressive citizens in factories, offices, transportation, and all the other fields that today present a critical lack of skilled and productive people.

You educators know more about vocational education than I ever will. But business people like myself have seen a great deal of the world of work. I am sure all of us would agree that education ought to be correlated with the "real" world where the education is going to be used. I am happy to see great steps being taken in Cleveland to have two front doors to our school system--one to Academia - fine, available, beneficial to some; and one to the world of work - practical, available, beneficial to others. Hopefully, these two doors will be of equal status, each leading to a productive and happy life for suitably oriented people.

Let's take a look at what vocational education should look like

1. It will pay just as much attention to attitude, orientation, and motivation as does academic education.

2. It will teach - successfully - communications, applied mathematics, and applied science, and many other pertinent and necessary subjects just as beneficially as academic education. These courses are likely to gain their appeal through application rather than theory.

Many able, mechanically oriented kids, especially in the big cities, think grammar, theory, and arithmetic are strictly from Dullsville and they don't know what a bushel of corn is used for, let alone how much Farmer Brown ought to get from an acre. (What's an acre, anyhow?) These kids are interested in cars, clothes, tools, girls, etc. Can't we teach grammar, trig., and heat transfer in those terms?

One high school in Cleveland caters to I.Q.'s of an apparent 70-75 or so. But they are using auto parts catalogs and small appliance repair catalogs for textbooks and the kids are learning applied math and English fast, and are enjoying it. The kids aren't stupid. They aren't one bit interested in theoretical studies. When English and math are applied, the kids become interested. Applied science can be taught the same way.

For a while our company tried to teach shop math in classes to our new untrained learners in a Job Entry Training School. It was a good, progressive idea. It worked fine--during the Korean War. It didn't work at all with these present-day kids who were fugitives from a textbook in the first place. We discontinued the school, set up Job Trainers and taught applied shop math, and a lot of other things, right on the job. It worked much better. Turnover went down; production went up.

What this adds up to in my mind is something like this--When we try to sell Academia to job-oriented kids, the results are poor for the schools, the students, and the employer. When we teach applied job-oriented subjects to job-oriented students, the batting average goes up for the schools, the students, and the employer.

For certain jobs the manually and mechanically oriented man is a much better employee than the intellectual. The right man in the right job is happier, he will probably do a better job, and he will make just as much of a contribution to society. He may be a near genius in the world of work, solving problems every day that you and I would not do well at all.

There is an opportunity for upgrading and progress open to these people, the same as for the college graduate. In our own company, we bring in almost everyone at the entry level job suitable for the man's level of preparation and achievement. We start them small and bring them along. We encourage them to take further suitable education--vocational-technical courses, management courses, even full college degrees. We use the incentive we preach about. The man pays his own tuition. Then we refund 100% for an "A" grade, 75% for a "B," 50% for a "C," and nothing if the grade is less. We have had employees receive high school diplomas, technical institute certificates, college degrees, some Master's degrees, and two PhD's. We do not believe in playing down academia but we do believe in playing up vocational education. Both are equally beneficial to people, depending upon their abilities, needs, and interests.

So in our plants--and in many others--truck drivers can become foremen, sweepers can become machine operators, machine operators can become tool technicians, and assemblers can become inspectors. Growth is everywhere, not for the man who does not want to work for it, but for the man who does, whether he be academically or vocationally oriented.

There is a great opportunity here for collaboration between the vocational school and the employer. The school needs successful graduates, graduates need jobs, and the employers need these graduates. The cycle is complete. Cleveland's Max S. Hayes School graduates are always in demand in their particular fields. It is a great success. In a suburb southeast of here, Bedford, there is a comprehensive high school which is an outstanding example of what can be done with vocational education. Employers literally adopted the vocational department and helped it in every way. The community has a bonanza in these schools. But it took vision, research, plans, initiative, promotion, and collaboration. All were needed and all were provided.

In summary, I said initially that we fellow employers need reliable people, motivated people, and job-oriented people. People who are educated for the world in which they are going to live. I have encouraged you to accomplish these requirements by:

1. Continuing the good things you already are doing.

2. Stepping up counseling and guidance to develop sound attitudes and relate them to the world of work.

3. Serving the non-academic student with vocational education as well as serve the academic student with great academic education.

4. Involving employers of the world of work deeply and enthusiastically in the education process.

I sincerely believe that the results you will achieve will prove the wisdom of the effort.

COMMITTEE REPORTS

COMMITTEE REPORT: THE DEVELOPMENT, PLACEMENT AND FOLLOW-UP OF YOUTH ON JOBS

Chairman: Mr. Wilbert Rudder

Resource Person: Mr. Joseph P. Flemming

Recorder: Mr. Gene Bottoms

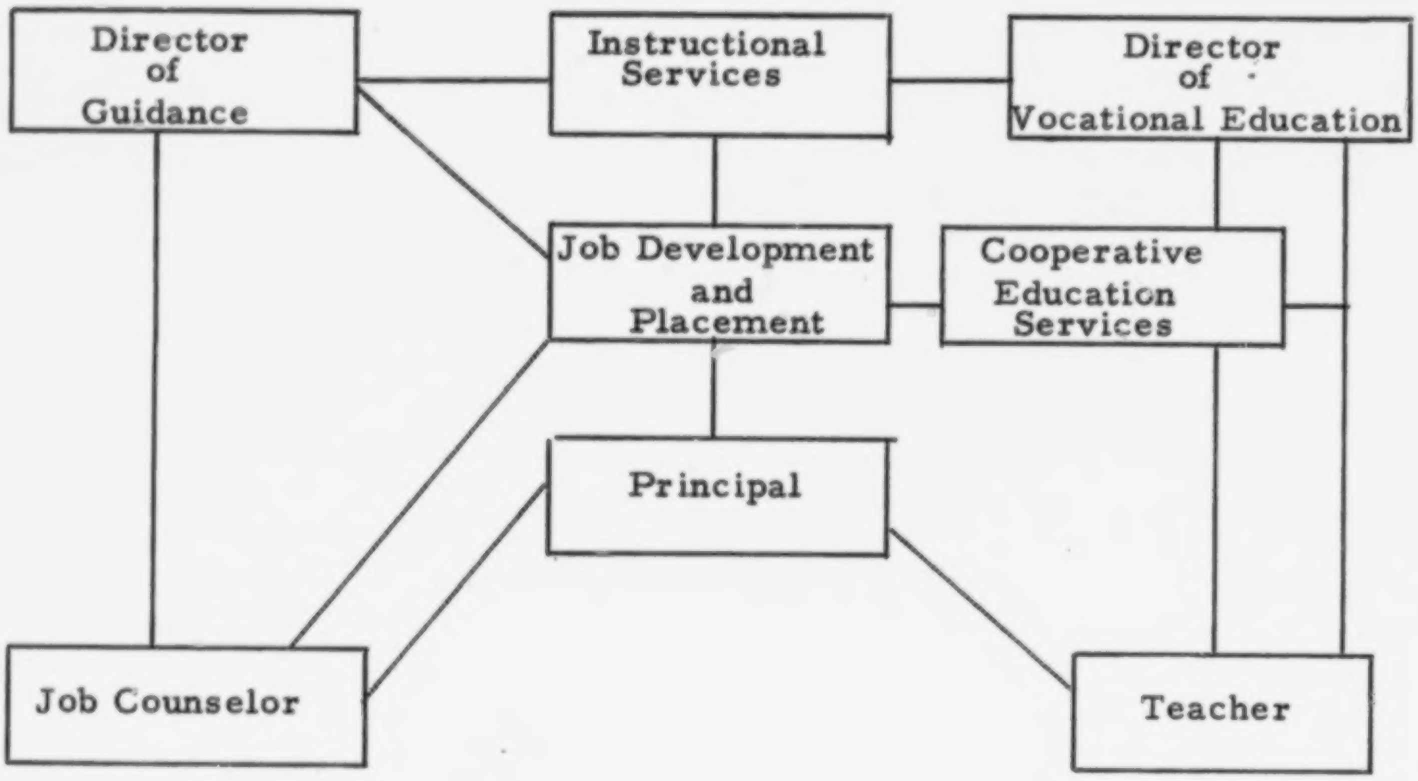
Committee: Mr. Marvin Linson
Mr. Harry Wolfson
Mr. Joe Neeley

The problem of youth making a successful transition from school to work is not limited to the inner-city youth, but is a problem of all youth. The fact that 80% of our youth do not go on to college points up the magnitude of this problem. The problem of transition from school to work will increase until the schools accept the responsibility of preparing and assisting this 80% of our youth with the same degree of intensity they now provide the college bound.

A successful program of job placement should contain the following:

1. A maximum involvement by industry.
2. The educational process must accept the responsibility for providing youth with basic academic skills, appropriate job attitudes and job skills.
3. Schools must develop the concept that for youth, schools are the best place to prepare for and secure jobs.
4. The school must accept responsibility for providing job placement that consists of the following elements:
    a. The development of behavioral patterns on the part of the pupil that make for a successful transition and adjustment to the world of work.
    b. The development of a vehicle through which the student and employer are brought together.
    c. The development of a continuous program of job adjustment counseling.
    d. The development of a systematic follow-up study of each student's job retention and job advancement.
    e. The development of a continuous job placement program for all out-of-school graduates and drop-outs. Opportunities should be available for retraining and upgrading.

The central office administration should develop a program in which responsibilities are delineated at all levels. The following is a suggested organizational chart (for a large operation):


Director of Guidance
Instructional Services
Director of Vocational Education
Job Development and Placement
Cooperative Education Services
Principal
Job Counselor
Teacher

The following is a suggested staffing and qualifications pattern. Small educational operations might combine some of the portions.

1. Coordinator of Job Development, Placement, and Follow-up. This individual should have a knowledge of the jobs in industry and a working relationship with the personnel directors of his area.

2. Job Placement Counseling Specialist. This individual should have a knowledge of the total school resources which can be brought to bear to facilitate job placement.

3. Job Placement Research Specialist. This person should have a knowledge of follow-up procedures and procedures for compiling and recording data.

4. Information Officer. This individual would be responsible for the preparation and dissemination of materials to counselors, pupils, parents, teachers, and industrial personnel.

5. An adequate clerical staff.

The local school should be staffed by a job placement counselor or counselors to serve the pupils who are entering the job market.

A successful job placement program would have an advisory council, a speakers' bureau, and utilize all community resources. This would involve such organizations as the Chamber of Commerce, trade organizations, human rights organizations, State, Federal, and local government organizations, professional, labor, and other organizations.

Estimated Financing

Central Office	$80,000
School Staff (utilizing existing personnel)	No additional cost
Job Placement Counselors	10,000

Resources

1. Identification of present staff who can perform this function.
2. All the resources of vocational education should be examined to see how they can contribute toward successful job placement.

Cleveland presently has a program which is similar to the above model. However, there are many programs throughout the country which contain elements that germane to this program.

A SUGGESTED PROCEDURAL APPROACH

It is believed that the five elements of a job placement program that have been presented can be implemented in a large city through a "co-operative approach" that involves the central office, local office staff, and related organizations.

The central office staff would be responsible for providing coordination, resources, and stimulation, while the local school staff would be responsible for implementing the job placement program at the local school level. One individual, preferably a counselor, would be assigned the full time responsibility for coordinating the job placement program within the school.

Objectives of a Job Placement Program	Central Office Staff Responsibilities	Local School Staff Responsibilities	
		Counselor	Teachers
I. Development of "behavioral pattern" on the part of students to make for a successful transition and adjustment to the world of work.	1. Provide resource material pertaining to the orientation to work. 2. Indicate the curriculum changes needed at all levels of education. 3. Conduct in-service programs for local school staff.	1. Conduct individual counseling sessions with students regarding transition from school to work. 2. Conduct organized group guidance classes for students. 3. Work with all teachers and youth in the development of appropriate work attitudes. 4. Arrange conferences with students and parents. 5. Conduct and interpret tests.	1. Develop special activities for relating their subject matter to the world of work.
II. The development of a vehicle through which students and employers are brought together.	1. Arrange for employers to visit various schools on designated dates to interview students. 2. Serve as a continuous clearing house for obtaining and disseminating placement information to the school. 3. Maintain continuous contact with industry. 4. Develop a counselor's guide on local industry.	1. Prepare students for employer interviews. 2. Coordinate employer interviewing in schools. 3. Refer students to potential employers. 4. Maintain an active file on job vacancies. 5. Develop procedures for locating job vacancies utilizing existing resources. 6. Assist teachers to work with students in preparing to locate and interview employers.	1. Assist students in the preparation of job resumes. 2. Present units on how to locate and secure jobs.

Objectives of a Job Placement Program	Central Office Staff Responsibilities	Local School Staff Responsibilities	
		Counselor	Teachers
III. The development of a continuous program of job placement counseling.	1. Work with employers in helping youth to make successful adjustments to work. 2. Develop information on job steps that exist in different types of industries.	1. Maintain personal contacts. 2. Schedule at least one follow-up counseling interview within 6 weeks with each student placed on a job. 3. Obtain employer assessment of the student within 6 weeks. 4. Encourage teachers to maintain contacts with former students.	
IV. Development of Continuous job placement program for out-of-school graduates and drop-outs.	1. Make available to the school on a continuous basis information on job vacancies. 2. Organize cooperative bridges with other agencies that can assist local schools in placing graduates. 3. Inform graduates and drop-outs of the job placement service.	1. Secure information on job vacancies. 2. Develop procedures for maintaining contact with graduates and unemployed drop-outs. 3. Inform students of continuous job placement program.	
V. Develop a systematic follow-up study of each student.	1. Coordinate the collection and compiling of a follow-up report.	1. Work with teachers in conducting follow-up studies.	1. Conduct and compile student follow-up data.

Major Recommendations

1. The school must accept the primary responsibility of assisting each individual in making a successful transition from school to work, and in utilizing all agencies to the maximum as resources.

   This recommendation is made because it is believed that:

   a. The school's primary concern should be its students.
   b. The school is more knowledgeable concerning the students.
   c. The education process is not complete until students are successfully placed.

   The acceptance of this responsibility by the school should result in the school being interviewed by the student as the place to be in order to get a job. This should result in creation of a new climate in the school. We believe that students can make better decisions with our help than they can without it. This is why job placement should be provided.

2. The school must recognize that job placement is more than matching a student with an employer.

   Job placement does not begin at the point in time when the student initiates his separation from school. It is a continuous process that begins with the student's entrance to school. Successful job placement is dependent upon the cognitive, effective, and motor skills that are developed during his entire school year.

3. The job placement program must be developed within the school, utilizing the same resources and organization available to the rest of the school.

   The successful placement of a student on a job is the final step in one phase of education which, if left to chance, can destroy much of what the school has done.

4. The total school staff must accept the responsibility for job placement.

   Job placement cannot be carried on separate from the other aspects of the school program. The total school must develop avenues that lead to work with the same clarity and concentration that is now focused on the college.

5. The job placement program must be seen as a continuous process. Many students, particularly the inner-city youth, will need assistance at the post school level if they are to successfully adjust to the world of work.

COMMITTEE REPORT: FINANCING EXPANDED PROGRAMS OF VOCATIONAL EDUCATION FOR DISADVANTAGED YOUTH AND ADULTS

Chairman:	Mr. Don Brill
Resource Person:	Dr. Merle Strong
Recorder:	Mr. Tom Payzant
Committee:	Mr. Ray Christian Mr. J.F. Ingram Mr. Floyd Lawson Mr. J.B. Whiteley

For one-half century the States of this nation, in cooperation with the Federal government, have been duly and properly charged with the responsibility for providing public vocational education for the people of the nation. This has been done through duly constituted State educational agencies. During this period of time, changes have occurred in many realms of national life which created needs for expanded programs of vocational education. These have exceeded the financial resources available to provide them. These changes have also come at an increasingly rapid pace. The result is that, even though this nation enjoys a standard of living which has reached an all time high, the gross national product is seriously retarded because of the lack of trained manpower to fill many positions. At the same time great numbers of people who are uneducated and untrained live in poverty because they are not equipped, by education and training, for employment.

Public educators are wholly committed to the responsibility of providing public education for all people as the means of developing the human resources of the nation. This commitment embodies the full responsibility for providing the kinds, levels, and amounts of education that assist all persons to become prepared for, and enter into, useful and productive work of a suitable nature and at a proper level. To the extent that resources are available from any and all sources, public education officials are totally committed to this ideal.

The changes which have produced an alarming number of disadvantaged youth and adults in this nation will likely continue and perhaps increase more rapidly in the future.

1. The migration from rural areas to the urban will likely continue as manpower needs in agriculture continue to decline.

2. The kinds of work the uneducated and untrained can currently per-

form will become more and more automated and mechanized in the future.

3. The jobs and occupations that will survive and/or evolve will require more and more education and training.

There is already a strong tendency on the part of businessmen, industrialists, professionals, and others employers to establish high school graduation as a minimum requirement of new employees. General high school graduation alone, however, is less and less a passport to employment. Employers are demanding that new employees possess skills and knowledge that are useful in the jobs in which they are to be employed. For these and other reasons public education, and public vocational education in particular, can and must play a major role in serving disadvantaged youth and adults. More importantly, education must protect our human resources from experiencing the serious disadvantages which so many have experienced in the past. To do this, public education officials must look at and consider all human resources. The funds available must be committed to and used for the fullest possible development of all human resources.

Vocational education will fulfill its role by:

1. Knowing more accurately than ever before what the employment opportunities are.

2. Knowing more exactly than ever before the knowledge and skills one needs to perform satisfactorily in specific employment opportunities.

3. Knowing more reliably than ever before what aptitudes, interests, and abilities are required of workers in specific occupations.

4. Knowing better than ever how to help individuals make intelligent and realistic choices of occupations for which to prepare themselves.

5. Assisting individuals in acquiring the skills and knowledge which enable them to get employment and progress satisfactorily.

To perform this role vocational education must provide continuing education for those entering employment. It must assist workers to upgrade themselves to higher levels of employment, thus leaving continuous room for new workers at the entry level as well as keeping higher level positions filled by capable people.

Financial Resources for Vocational Education

The committee on finances for vocational education recognizes for the purpose of categorization, at least four major sources of funding: Local, State, Federal, and private.

Local:

Because of increasing pressures exerted on the allocation of local tax dollars, this potential source of funding for vocational education programs has been neglected as a priority by many school administrators. The committee suggests that in setting priorities for educational programs local school administrators must increasingly be willing to view local tax dollars as a source of revenue.

State:

State funds have been available primarily on a matching basis with Federal monies. The committee recognizes the need for State educational agencies to work toward a comprehensive packaging of State funds for vocational education, whether or not they are made available as matching funds for Federal grants or are granted outright to local school districts.

Federal:

The committee believes that a problem of communication exists concerning an understanding of the availability of Federal monies for vocational education.

Many bureaus within the offices of the Department of Health, Education and Welfare, the Department of Labor, the Department of Commerce, the Office of Economic Opportunity, etc., administer funds provided under diverse legislation as The Manpower Development and Training Act, the Elementary and Secondary Education Act of 1965, the Vocational Education Act of 1963, the National Defense Education Act, the Educational Professional Development Act, and others. The committee suggests that the information presented at the general session of this seminar pertaining to specific Federal programs be incorporated as part of this report to give readers a comprehensive, concise outline of Federal programs which provide financial resources for vocational education.

Private:

The committee suggests that there are available several private sources of funding to assist in the financing of vocational education.

1. Foundation support. Numerous foundations are willing to accept proposals and provide funds for the implementation of vocational education programs. These sources of funding should be cultivated actively by local school districts.

2. Business, Industry and Labor. Business, industry, and labor share with the individual and society the outputs derived from effective vocational education. The committee feels that business, industry, and labor must be viewed as a partner in support of quality vocational education programs. The financial and "in kind" resources available from business, industry, and labor cannot be overlooked if public school educators are to prepare our youth effectively for the world of work.

The Allocation and Coordination of Funds for Financing Programs

In its desegregation decision of 1954 the Supreme Court held that separate schools for Negro and white children are inherently unequal. The Coleman study reported that variations in school characteristics have much less an impact on students' achievement then do either variations in family background or variations in the community setting. The study indicates further that the success of the student is to an overwhelming extent dependent upon his family background and cultural setting. The report in essence is not an indictment of education. It seems rather to exonerate education and its alleged inequalities. However, the transmission of culture and the development of productive citizens is indeed the task of education. The Coleman report points clearly to the fact that these functions cannot be accomplished unless education is specifically reinforced by the rest of society.

Studies of school achievement have consistently shown that variations in family background account for far more variation in school achievement than do variations in school characteristics.

Of all the variables measured in the survey, including all measures of family background and all school variables, the attitude of (interest in learning and reading, self concept, and control of environment) showed the strongest relation to achievement at grade levels (grades 6, 9, 12).

Of the many implications of this study, one appears to be of overriding importance -- that schools bring little influence to bear on a child's achievement that is independent of his general background and social context. This implication stems from the following results taken together.

1. The great importance of family background for achievement;

2. The fact that the relation of family background to achievement does not diminish over the years of school;

3. The relatively small amount of school-to-school variation that is not accounted for by differences in family background, indicating the small independent effect of variations in school facilities, curriculum, and staff upon achievement;

4. The small amount of variance in achievement explicitly accounted for by variations in facilities and curriculum;

5. Given the fact that no school factors account for much variation in achievement, teachers' characteristics account for more than any other -- taken together with the results from section 2. 3, which show that teachers tend to be socially and racially similar to the students they teach;

6. The fact that the social composition of the student body is more highly related to achievement, indepently of the student's own social background, than is any school factor;

7. The fact that attitudes such as a sense of control of the environment, or a belief in the responsiveness of the environment, are highly related to achievement, but appear to be influenced little by variations in school characteristics. Unfavorable family and community influences can veto the effect of education.

The above means that the inequalities imposed on children by their home, neighborhood, and poor environment are carried along to become the inequalities with which they confront adult life at the end of school. Schools must strive to provide a more stimulating environment than that of the child's social sphere.

If education is to be effective and if it is to be accountable for its effectiveness with children, it must, as a part of its responsibility, look beyond them into the home and community settings.

This realization is already apparent in many demonstration programs across the land. If educational agencies are to be responsible agencies, they must undertake, along with other agencies, new commitments in the area of social services to provide not only occupational preparation for children, but for parents as well. Mothers must receive educational assistance to become better mothers. Adults in need of employment must be released from family cares to provide time for training programs. Day care centers must be concerned with a developmental setting as well as the temporary custody of the child. Subsistense in its many forms is a necessary tool.

Recommendations:

1. The Federal legislation relating to WIN should emphasize the educational program to bring employment potential to its optimum level.

2. States should enact legislation to develop an education-welfare package to enable the welfare funds to become more productive as subsistence for a plan to close the case wherever the status of the recipient may be benefited thereby.

3. Educational agencies must develop effective relationships which will expedite individual transition from level to level and from program to program. Leaders in secondary education should recognize their responsibility for the continued occupational development of the individual beyond age 18, whether or not the diploma has been achieved. Influence should be brought to bear on post-high school institutions to become truly comprehensive in relation to the needs of the majority of the citizenry.

Additional Statement Regarding the Allocation of Funds

The Problem: Many people are developing training programs under M. D. T. A. This brought about some confusion on the part of the public as to who is really responsible for vocational education.

The total organization is involved with manpower development in all its aspects. The way to develop each individual to his highest potential, both economically and in other ways, is to assure him full access to the finest and most comprehensive educational opportunities. Manpower development is education. Education is manpower development. In the long run, the only way we can develop our manpower resources fully and effectively is to develop our whole educational system.

Recommendations:

1. In order for the vocational educator to effectively use funds allocated for the purpose of education and training he should have direct control of such funds.

2. Any of the sources of funding mentioned above, which contain monies earmarked for vocational training, should be directed through present organizations within the educational system. Funds should be allocated for M. D. T. A. to each state and the final approval of projects should be by the State Director of Vocational Education and the State Director for the Bureau of Employment Security.

3. Public education should not be expected to work under a 10% matching requirement in receiving certain Federal funds when other public and private agencies are eligible for 100% funding.

The funding process is improving, but it is still bogged down with red tape and unnecessary requirements.

Staffing should be done with the best qualified personnel available at the administrative level. Funds should be allocated on a fiscal year basis and not by project. This would allow for developmental work between industry and the Bureau of Employment Security.

4. State and local people concerned with directing vocational education should be supplied with information pertaining to what funds are available and for what purpose, etc. This will enable local people to be more knowlegeable concerning the availibility of funds for demonstration and experimental programs.

Community Relations

The large city public schools in America occupy the unique position of having more direct contact with more segments of the population than any other community agency or institution. The responsibility of public education to keep the public informed of its capabilities, deficiencies, successes and failures, cannot be overemphasized. The committee feels that to accomplish this there should be systematic communication between educators, the civic and political leadership of the community, and the community at large. In general, an informed public will better understand the problems confronting education and will be better able to provide the support required to provide the financial resources necessary to meet educational needs.

An informed public will be more likely to cooperate with educators and leaders from business, industry, and labor, to implement the specific kinds of programs required to upgrade vocational education programs for all children.

Research and Cost Benefit Analysis

Problem: Resources for programs of vocational education adequate enough to meet the needs of disadvantaged youth and adults are not presently available.

Analysis: Vocational educators have been charged with the responsibility for preparing disadvantaged youth and adults for entry into the labor force. While funds from the Vocational Education Act of 1963 can be used for this purpose, the total funds available have not been of the magnitude necessary to make a major impact on the problem.

Recommendation:

Research must be initiated to study and evaluate the efforts of vocational education in preparing the disadvantaged to enter and survive in the labor market.

Cost benefit analysis and cost effectiveness studies should follow. The hypothesis that preparation of this group for employment is a sound investment should be tested. Comparisons on cost for using alternate training approaches should also be made.

COMMITTEE REPORT: PROGRAM DEVELOPMENT FOR IN-SCHOOL YOUTH AND DROP-OUTS

Chairman:	Mr. John W. Fitzgerald
Resource Person:	Dr. Herb Brum
Recorder:	Mr. Robert Clinkscale
Committee:	Mr. Sidney Chernak Mr. Ray Sacks Mr. Clyde Miller Mr. Thomas Roche Mr. William Miller

The Nature of the Social Problem

There are significant numbers of youth in large cities who have become alienated and disoriented in terms of education. These youth are either socio-academically psychologically, or physically impaired. Since these youth have special needs which have not been met by traditional education and regular school programs, school termination leaves them unskilled and ill prepared for the world of work. Others become disillusioned with the educational program and either psychologically or physically drop out of school. Lack of skill and consequent lack of jobs often yield joblessness and disillusionment resulting in wasted human resources. Vocational education can and should play a major role in attacking this problem.

Present and Proposed Programs That Are Making an Impact on the Problem of Salvaging Human Resources and Helping Them to Become Prepared for Jobs

1. Cooperative industrial programs conducted jointly with industry. The student spends one-half time in the school and one-half time on the job. The student is placed as the result of some in-school vocational instruction.

2. Centers for vocational rehabilitation and job preparation. These centers are designed to serve school alienated teenage youth from any school or other agency in the city. The center combines the services of vocational education, vocational rehabilitation, and general and academic education. The center is not a conventional school but is organized so that all youth work part time for wages. The first phase of the program would involve youth working in a sheltered workshop condition doing real production work. This would be followed by skill training and placement in an occupational work experience program.

3. Work study centers for school dropouts. These centers would be located outside the school in an industrial type building and might include residence facilities. Industry would provide training in the facility as well as provide for cooperative placement.

4. In-school industrial shop experience laboratories. Early teenage youth identified as potential dropouts would be placed in these labs. The purpose of the experience would be to involve the students in shop work as a means of reorienting and remotivating them. Following this students would be placed with industry on a cooperative program.

5. Industrial arts programs. A restructuring of industrial arts programs could help students gain a better understanding of the world of work by providing them with such industrial experiences as working with basic materials and work processes.

Community leaders and parents need to be involved in the development of job preparatory programs to understand how entry job preparation can serve as the first step on the ladder to higher skill level jobs. They must be shown how one job based on the performance of the person can lead to other jobs.

COMMITTEE REPORT: PROGRAMS FOR HARD CORE UNEMPLOYED ADULTS

Chairman:	Mr. James L. Reid
Resource Persons:	Mr. Robert O. Greer Mr. Curtis Kage
Recorder:	Mr. Hollis Dahlor
Committee:	Mr. George W. Davis Mr. Walter R. Lund Mr. B. W. Robinson

This committee defined the "hard core adult" as a person over 20 years of age who:

1. Lacks education and training necessary for employability.

2. Faces continued poverty because of circumstances beyond his control.

We agreed that there is a growing problem of the "hard core" in major urban centers. Large numbers of them are entering the labor market with not enough basic preparation for employment.

It is the responsibility of vocational education to provide quality programs by building desirable models of adult job success as example for youth through:

1. Adult basic education

2. Job re-education

3. Continuing education

Our committee found from resource persons that all fifty states are currently operating successful, creative MDTA institutional and OJT programs. Some other effective programs are:

1. Regular vocational education programs

2. Concentrated employment programs

3. New Careers programs

4. Mainstream programs

It is our feeling that these programs can be extremely helpful in arriving at solutions to major socio-economic problems of hard core adult unemployed groups. We see a need for full cooperation between business and industry and professional groups and public and private agencies to do this job. Financing should be secured at all resource levels. Where necessary, State legislation should provide for the financing of adult vocational education. Programs should be operated on a year-round basis.

As a part of the overall responsibility of vocational education, the services of the vocational home economics section should not be overlooked in providing assistance in the operation of programs designed to assist consumers and to help improve home environment and the quality of family life, including the budgeting of financial resources and child care.

We therefore recommend the following:

1. An increase in and expansion of quality vocational programs.

2. Special provisions for supporting services such as:

   a. Occupational and personal guidance
   b. Social services
   c. Health services
   d. Psychological and psychiatric services
   e. Recruitment and referral services

3. Special training should be required for the teacher who takes over an adult education assignment. Materials should be adult oriented.

4. City and state departments of education should be encouraged to use facilities of EPDA to train and retrain teachers.

5. State and local educational agencies should be jointly involved at the earliest possible date in the area of national contracts, such as the MDTA-OJT programs.

6. Consideration should be given to setting up health care training centers in urban areas similar to the recently developed skill training centers. Health occupations provide areas of employment for which hard core unemployed adults can be trained. Needs in this area are critical.

COMMITTEE REPORT: RESIDENTIAL VOCATIONAL EDUCATION PROGRAMS FOR INNER-CITY YOUTH OF MAJOR CITIES

Chairman & Resource Person:	Mr. Robert M. Small
Recorder & Resource Person:	Mr. Albert D. Cunningham
Committee:	Mr. James Galloway Dr. Richard Koeppe Mr. Joseph Stephenson Dr. Robert M. Worthington

Within the vast range of the needs of some young people there appears to be a definite place for the residential program. This committee heartily endorses the legislation as it appears in HR 18366, section 25, a through d.

The residential program is so new and complex the committee decided to refrain from attempting to enumerate its aspects. Instead, we chose to raise what we considered to be pertinent questions about the topic. The questions which we felt could not be resolved in the short time allotted are as follows:

1. What will be the unique contribution of the residential vocational school?

2. What target populations (dropouts, problem students, etc.) should be served by such a program?

3. What combination of student characteristics may be combined within a single facility, i.e., age, sex, race, urban-rural,... etc.

4. Should an attempt be made to involve a consortium of social agencies? If so, what should be the guide lines?

5. How can cities, towns, school systems, etc., become involved in and encouraged to accept a residential program?

6. How can we benefit from the experiences of existing residential programs, i.e., Piney Woods, Boys Town, Mahoning Valley Vocational School, and other residential private prep schools.

7. How should occupational areas be selected for this population?

8. What is the criteria for size and location of the residential program?

9. How does one create a climate which will insure the development of self-sufficiency on the part of program recipients?

10. What criteria should be applied for staffing and equipping a vocational residential facility?

11. How can we utilize the human resources of the target area from one which the students come?

The committee suggests that because funding of residential vocational schools by Congress is imminent, a seminar-workshop be convened by the U.S. Office of Education. Its purpose would be to attempt to answer these questions and thereby develop guide lines for establishing such residential vocational schools. Participants in the seminar-workshop should include persons from all parts of the country, selected by State Departments of Vocational Education.

COMMITTEE REPORT: STATE AND LOCAL RELATIONSHIPS

Chairman:	Mr. Carl Byerly
Resource Persons:	Dr. Byrl Shoemaker Mr. Wesley Smith
Recorder:	Mr. Wesley Smith
Committee:	Mr. Roy McDermott Mr. Bill Pierce Mr. Richard Roberts Mr. Joe Schmidle Mr. John Standridge Mr. Frank Wolff

There exists in America today two powerfully influential agencies that possess the capability to constructively affect the economic welfare of thousands upon thousands of citizens who, by chance or choice, live or work in the major cities of our nation. The degree to which these two agencies can meet this potential with actual achievements, is determined, to a significant manner, by their ability and willingness to join their talents, their strengths, and their experience into a common, continuous, and cooperative effort. These two agencies are the vocational education sections of State Departments of Education and the vocational education administrative units located in the public school systems of the major cities.

The combination of strength, talents, and experience of these two agencies has yet to be fully exploited. It is therefore recommended that the following practices, which already exist in some states, be continued, extended, and strengthened in all states.

1. Directors of Vocational Education in the major cities serve as catalysts to insure the continued working relationship between the State Vocational Education units and the top educational administrative units of major cities.

2. State Directors of Vocational Education bring together on a continuous basis major city Directors of Vocational Education in order to develop program guide lines jointly.

3. Statewide advisory committees include vocational education representatives from the major cities.

4. State Department of Education vocational education representatives be designated to work specifically with their counterparts in the major cities.

5. The convening of national meetings of vocational education professional associations in the major cities.

6. The acceptance of responsibility by State Department of Education vocational education staffs to concentrate, to saturate, and to mount a full impact on single problem areas in the major cities in cooperation with local educational bodies.

7. Provide special evaluation services geared to the major cities.

In addition to above examples of existing, on-going, and tested practices of action-cooperation, the following list of additional efforts is suggested:

1. Establish a formal, continuing, systematic, and regulary scheduled pattern of meetings made up of representatives from the major cities and the vocational education units of State Departments of Education.

2. Hold periodic, informal dinner meetings in each major city and involve decision making representatives of State Department of Education and vocational education units of the respective major city.

3. Provide for an exchange arrangement whereby representatives of major city vocational education staffs can attend and participate in administrative staff meetings of the State vocational education units, and vice versa.

4. Involve representatives of the major cities on every statewide advisory committee created by the State vocational education units.

5. Involve State Department of Vocational Education representatives as advisors or consultants on all significant major city advisory committees.

6. Make use of State Department of Education vocational education staffs in the development and conduct of in-service programs arranged and conducted by the major cities and vise versa.

7. Indicate and accord mutual public recognition to each other in public relations media.

8. State Department of Education vocational education units should involve representatives of the major cities in all matters of policy formation that will affect programs in such districts.

9. Vocational personnel of the major cities should utilize State Department of Education staff in the development of master plans for vocational education.

10. State and local staffs should be encouraged to develop conferences similar to the ones we are involved in on a state-by-state basis.

Suggestions for Teacher Education

In addition to the consideration of the State and local relationships previously described, the following observations concern teacher recruitment, certification, and education:

1. State regulations should permit the employment of teachers in all vocational areas without a degree, providing that a plan of pre-service and in-service education is made available.

2. There is a need to recruit and train teachers from minority disadvantaged groups for vocational education programs.

3. A waiver period should be allowed for the employment of teachers prior to actual certification.

COMMITTEE REPORT: GUIDANCE FOR INNER-CITY YOUTH

Chairman & Resource Person:	Mr. Richard O. Kelsey
Resource Persons:	Mr. James M. O'Hara Mr. John G. Odgers
Recorder:	Mr. Walter O. Cave
Committee:	Mr. George Fling Mr. William L. Cobb Mr. Raphael P. Sullivan

Before we begin to present our report we have noted that some of the preceding reports, which most of you helped put together, alluded to the important responsibility of the guidance function. Thus our report has been substantiated and reinforced before it has been presented.

What follows in this report is a set of recommendations to improve the guidance function, to make its approach and orientation more vocational:

1. Improve communications with elementary educators to enable them to help students to develop.
    a. Positive self images and relate to career opportunities on all occupational levels.
    b. An understanding that work is personally satisfying.
    c. Sound attitudes and values.
    d. A true picture and understanding of the labor market.
    e. An expanded view of the world of work.
2. Assist students to enroll in vocational education programs by helping them to
    a. Avoid barriers to programs such as rigid entry requirements.
    b. Help themselves
        1) Work from student strengths.
        2) Point out to students the relevance of related studies.
        3) Pre-select and utilize exploratory experiences.
        4) Involve students and parents in the evaluation of programs.
3. Improve the readability of instructional and guidance materials.

   - a. School program materials, trade manuals, and textbooks should be presented in contemporary language that students can understand.

   - b. All written materials should be geared to the age level and reading level of the students.

   - c. Innovative national reading programs should be studied and pilot tested.

4. Involve business, industry, and labor.

   - a. Develop a directory of community resource personnel to speak to career day seminars, classes, or individuals.

   - b. Conduct in-service programs and field trips to assist teachers and counselors to gain better understanding of business and industry operations.

   - c. Involve the school in job placement activities.

   - d. Secure the representation of business, industry, labor, and State Employment Service personnel on advisory committees.

5. Delineate the role of the counselor and guidance specialists.

   - a. Counselors perform the "general practitioner" function.
     - 1) Permit them to counsel by improving ratios to
       - a) One counselor to 200 students ratio generally.
       - b) One counselor to 100 students ratio in inner-city areas.

   - b. Guidance specialists work in more specialized areas such as testing, college placement, job placement, group guidance, etc.
     - 1) They may delegate certain responsibilities to counselors.
     - 2) For the most part services provided by guidance specialists are coordinated out of a central office.

6. Improve the dissemination of occupational information.

   - a. Institute a course in "career development" at the junior high school level.

   - b. Involve groups in the exploration of occupational clusters.

   - c. Work with small groups in the identification and development of general interest areas.

d. Use all resources, such as
   1) Consultant personnel
   2) Closed circuit television
   3) Single concept films
   4) Brochures

7. Develop better insight to serve minorities.

   a. Acquire an understanding of and for "black consciousness".

   b. Study the historical backgrounds and cultures of minority groups.

   c. Experiment with different approaches in trying to reach minority youth.

   d. Use a variety of instructional techniques.

8. Involve para-professionals and indigenous leaders.

The committee suggests the involvement of the following types of personnel:

a. Pupil personnel technicians
   This committee suggests that these personnel should meet the following criteria
   1) Be high school graduates.
   2) Possess associate degrees in their field.
   3) Be licensed.

b. Counselor aides
   The committee feels such personnel could serve the counseling staff as
   1) Unlicensed on-the-job trainees.
   2) Personnel to perform routine tasks.

c. Indigenous leaders
   This group could contribute to the counseling effort by
   1) Participating as part of an outreach program by attending meetings in store-front churches, etc.
   2) Becoming city block leaders. Such a person would be well known in the inner-city and serve as a middleman to bring parents and school personnel together.

A REACTION TO COMMITTEE REPORTS

Leon P. Minear[1]

Before I proceed with my remarks I want to congratulate those of you who participated in the development of what I think are fine reports.

Reaction to Report #1 - Development, Placement, and Follow-up of Youth on Jobs

The suggested procedural approach in the report left me with this question, which you may resolve in your own thinking. In large industrial areas and business districts, where it's possible to work out cooperative programs of various kinds, these opportunities don't necessarily occur within school district lines. Thus, a multiple district, a city, or even a high school district, doesn't necessarily associate itself with job opportunities for its students. Because of this I thought there should have been a greater emphasis put on the Superintendent's office and the Vocational Director's office.

Finding co-op. jobs in a large city or region is a big problem and not a problem of individual schools. Now I don't mean to imply that each school should not run its own programs. But I do think this activity ought to be coordinated out of the Superintendent's office.

One last major recommendation in this report calls for a total school commitment and we are all school men so we know where we stand. I would have preferred to have seen a statement ahead of this saying "the Superintendent of Schools and the School Board and the State Superintendent and the State Board of Education must have and accept the primary responsibility, etc." Now you probably mean this when you say the school must, etc. But gentlemen, if you try to establish a program in vocational education, without the support and backing of your Superintendent, or if he doesn't have the backing of his school board, or if the school board doesn't have the backing of the community ... you're dead!

Reaction to Report #2 - Financing Expanded Programs in Vocational Education for Disadvantaged Youth and Adults

I jotted down this question concerning this committee's report. I often wonder whether the Federal government's support of vocational education over the sixty years has not in fact inhibited the development of vocational education by causing an excessive reliance on the Federal dollar. Education is a function of the States. And several of you spoke about the State needing to commit monies. You're darn right they do! But many times you've sat in meetings where you find you don't have enough dollars to run the school program so you say -- "Well, we would like to run this cooperative program or this job training program but we can't because it doesn't qualify for Federal money. Or because there isn't enough Federal money." These programs are more important than Federal funding. In many states there are more vocational programs being conducted without Federal funding than there are with Federal funding. When I was Superintendent of Public Instruction in the State of Oregon, one time I asked my State Director about the number of automotive shop programs in the State and he came up with a list. The number reported seemed small. So I went to work and checked it. I found out that all he had listed were our Federally funded auto shop programs and he didn't know of the others. My response was "Perhaps we ought to have two State Directors of Vocational-Technical Education, one for Federally funded programs and one for non-Federally reimbursed programs." He didn't like my suggestion and saw the need to get interested in all of our programs. We ought to pay attention to the fact that it's nice to get Federal money when it's possible, but we should not let the lack of Federal money stop us from moving forward. Let's see what you can do on the State level.

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[1] Dr. Minear is Director, Division of Vocational and Technical Education, U. S. Office of Education.

I thought that report 2 had some good, philosophical points also. The statement about cost-benefit ratios was well made. I think there is going to be a lot more attention paid to cost-benefit ratios in the coming years. The Robert MacNamara concept is starting to filter down through education.

The statement on page 71 of Committee #2's report, referring to the dependency on foundation support, always bothers me, as does the problem of having to apply for money. I think we have a dicodomy in public education and we need a third approach here. We get money by proposals to the Federal government or to private foundations, or we get money on a flat grant ADA formula basis. I hold the opinion that the rich get richer with the proposal bit and the poor get poorer. And I wish we could find a third way to distribute money. The formula basis gives rise to the accusation that you lack stimulation of new ideas. The proposal basis gives rise to some other accusations like those who can write in a certain vein and those who have the psychologists and researchers supporting them get richer because they know how to write. Some of the money ought to go to the poor guys in the middle.

Reaction to Report #3 - Program Development for In-School Youth and Dropouts

There were some outstanding ideas presented in this report. Page 78 of the report suggests that we need a new concept for schools. Our schools are highly institutionalized and some students can't relate to them. We need to keep pushing this concept of what is the school and how you get educated. Is the school the only place you can get educated? Maybe we can structure more experiences outside of the school and that's what this section of Report #3 seems to suggest.

When you talk about vocational rehabilitation you should know that the U.S. Office of Education is working on some preliminary legislative drafts for next year. These may never see the light of day but the idea of working on the drafts was to try to find some way of stimulating guidance programs, to bring some of the Federal and State programs, programs that are Federally financed and have resources for the schoolman, into the school. The Division of Vocational Rehabilitation is too far removed from the schools in some cities and states. They are granted funds under Public Law 89333, their new act (1965). We haven't yet tapped this resource. If you aren't acquainted with the Office of Vocational Rehabilitation as a schoolman in a big city, you really ought to be. They have some resources that ought to be at your beck and call.

The employment service in some cities and states is divorced, a thing apart from the school system. We think this must be resolved. So we are going to work on bringing all the social agencies together so that they can be brought to bear on problems related to education.

I was glad to see the reference to the career ladder approach on page 78. One of the things that appealed to me about this is the establishment of a joint commission to study this for the Job Corps.

Reaction to Report #4 - Programs for Hard Core Unemployed Adults

The profession development statement on page 80 finds us, unfortunately, with little appropriations coming from the Congress for new programs for EPDA. In reference to the fourth paragraph, I have already talked about the need for something in between proposals, contracts, and flat formulas. I think, also, that we need, and this is implied in this report, a greater strengthening of our State Vocational Education Departments. At one time vocational education, under the old Federal Board for Vocational Education, was on a par with the Office of Education. Then President Roosevelt put it under the Office of Education. Over the years it has gotten smaller, according to the U.S. Congress in their reviews of this thing. Now there seems to be a desire on the part of Congress to strengthen it, to build back some of the vocational capability it used to have. I think this same thing is true in the State Department of Vocational Education. Vocational education is not just another kind of subject matter. And Congress said, in their report on this Bill, that there was no justification for the Bureau, and (some of you general educators will cringe at this) that there is no justification for the Bureau of Elementary and Secondary Education being this big and Vocational Education being this big. They are comparing the two.

Now I believe I'll stop here in order that Dr. Nielsen can address himself to these reports. Thank you.

A REACTION TO COMMITTEE REPORTS

Duane M. Nielsen[1]

First let me say it's a real pleasure for me to be involved in such an important conference. Certainly the vocational education needs of the inner-city areas of our large cities need our attention, our energies, and our resources.

My procedure will be to go through these reports on a step-by-step basis, and I don't believe there will be too much repetition in terms of what Dr. Minear has covered.

Reaction to Report #1 - Development, Placement, and Follow-up Youth on Jobs

With reference to item 4 on page 63, I would suggest that you consider, along with the school accepting responsibility for these various items of job placement, that depending upon the capability of the school's resources, personnel, etc., there is a wide variation in this . . . I would suggest that the school ought to develop along with the organization you suggested, the capacity to secure and utilize adequate, current, and projected employment opportunity data, and update it, and do it in terms of unborn tomorrows rather than dead yesterdays. Unless the schools accept this responsibility in direct relationship with the students with whom the placement and follow-up people work, they could do all these others in terms of an excellent kind of performance and yet be headed down the wrong avenue in terms of what they are doing. This has relevance to guidance and counseling in Report #7.

I'd like to re-emphasize, on the last page of Report #1, three of the five major recommendations that this committee makes:

1. The school must accept the primary responsibility for assisting each individual in making a successful transition from school to work and utilizing other agencies to the maximum as resources.

   This is not a normally assumed responsibility in many schools, and it's an extremely important responsibility. It's one that's going to be difficult to achieve. It's going to take dedication and tenacity, and some resources and capabilities far beyond what we have now. But unless this is done we're not really taking the student from where he is now to where he hopes to get, and once he identifies the school as having this as a prime concern, his attitude toward the school is going to change noticeably.

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[1] Dr. Nielsen is the Director of the Organization and Administration Studies Branch of the Division of Comprehensive and Vocational Education Research, U.S. Office of Education.

2. The school must recognize that job placement is more than matching a student with an employer. That is a tremendously significant statement. It is much more than matching a student with an employer. The result of this is an adequate, visualized perception or concept of what a student or youngster really is, and what his aspirations may be.
3. The job placement program must be seen as a continuous process. Unless we get these youngsters and let them know that we are really sincerely concerned about them, and get them early in the game, they're not going to be around when the time comes that you really would normally think about placing them.

Reaction to Report #2 - Financing Expanded Programs of Vocational Education for Disadvantaged Youth and Adults

A program is now in operation in Minneapolis, Minnesota, called the Work Opportunity Center. This Center is really trying to do something about the kinds of things that are referred to in this report. On the financing side, for instance, they have been in operation since May 1, 1966. In their two years of operation (1966-68), 1,800 individuals have come to that Center. Of the 1,800 - 1,300 have gone through interview sequences and orientation. Of the 1,300 - 900 have completed their program in this work-study, work-opportunity session. Of those who have completed the program, it has cost somewhere around $750 to $1,000 per person per year. This is in contrast with comparable data from the State of Minnesota Department of Correction which reports they are spending between $5,000 and $6,200 per person per year. Once they have to do the correctional job, costs escalate. Correction could have been avoided by having a program that would have kept them in school. Residential treatment centers run excessively higher than this. The investment of money at this level, in a program that will do this kind of a job, is a very wise investment.

I think it's important that we give, in our large inner-city areas, far more attention than we have to helping students meet the problems arising from mobility of families, from homes and home environmental situations, the status of the male in the inner-city family, the personal touch, the pseudo or substitution that often has to occur if you are going to engender within a person enough of an attitude toward life that he will even think about school cooperation with programs and social and other agencies to overcome health, psychological, and many other problems that grow out of these kinds of environments. There is a program that I am not sure is still operating in Gary, Indiana, cooperatively developed between the Gary Public Schools and the Gary Housing Authority, "Home and Family Life Education for Adults," that gets at this kind of thing very effectively, working in housing projects and other areas.

Reaction to Report #3 - Program Development for In-School Youth and Dropouts

The nature of the social problem, the needs of the inner-city youth -- there are some excellent statements in the report pertaining to this. The term cooperative industrial programs should be interpreted very broadly other than the traditional context. There is an extremely wide range of occupational programs that ought to be assumed under that term.

Reaction to Report #4 - Programs for Hard Core Unemployed Adults

With reference to the second paragraph of the second page of this report, that refers to the services of vocational home economics, I have already mentioned the Gary, Indiana program which is a joint venture involving home economics, adult education, etc.

Reaction to Report #5 - Residential Vocational Education Programs for Inner-City Youth of Major Cities

We have encouraged, reviewed, and funded a project with the Milwaukee Adult Vocational-Technical Program that is making an assessment of the factors associated with the success of residential programs. Get any ideas you have to George Parkinson in Milwaukee as this study is going to identify some existing practices that people can use in this area.

This committee's recommendation that a seminar-workshop be convened on the topic "Residential School" is well taken and I will see that this recommendation will be put on our list of priorities.

Reaction to Report #6 - State and Local Relationships

Item 6 of this report makes a recommendation that more meetings of this type be held. This, too, will be put on our list of priorities.

I see I have run out of time and I'll have to close here if we are to make our next session. In closing let me say that this seminar has made an important contribution to understanding the needs and problems of the inner-city youth and adults of our major cities.

VOCATIONAL-TECHNICAL EDUCATION A BRIDGE TO JOBS

The Honorable James A. Rhodes
Governor of Ohio

Every June we graduate 90,000 young people from high schools across Ohio and in most cases they have nothing to offer the labor market except a strong back. Now -- where do you go from there?

We must do everything we can for young people to lead them to jobs. You can have $1,400,000,000 worth of education at the elementary and secondary levels, but if you don't have jobs to go along with it, it all goes for naught. The students we graduate belong to all of us. Higher education people are willing to give and take a little in technical education. Those in secondary education say, "We will deal with some facets of vocational education." Let me say this: The public is saying to all of you -- "Do something for the 90,000. Do something!" If 50% of the students want college, then the other 50% want to graduate with a diploma in one hand and a job in the other.

All of our social ills in Ohio are basically a result of the lack of jobs for able-bodied people. If unemployment is the issue, and we are to solve the problems of people, we must create jobs. I can remember some political leaders -- one group said, "We can't have full employment because economy cannot afford to employ every man, woman, and child." I don't believe it. We can employ everyone.

We must provide Federal, State, and local projects. The government has never provided many productive jobs in this state. That is to say, we are basically a guide line and regulatory agency. I believe government has to do for people what they can not do for themselves. Ninety per cent of the non-academic jobs come from industry, business, and the agricultural sectors. Leaders in the field of secondary and higher education must realize that we must change courses to give young people jobs and diplomas at the same time.

Our welfare system is antiquated and obsolete, and more of the same programs is not the answer. Every time we have a program fail, be it State, local, or Federal, we usually provide two more programs to make up for the failure. Then when all three fail we wind up with ten programs. In vocational education I can show you 35 programs that have failed and they are thinking about 35 others. Just substituting programs for programs is not the answer, because what people want are jobs. In Ohio we have been saying this for six years, and we are finally getting some listeners. When we talk about jobs people listen. We also talk about profits because 90% of the jobs must be provided by people who make a profit or they move out and create unemployment. Then it's on to welfare programs. We presently, in welfare, give a person a handout. That's our excuse to walk away from him.

A recent survey showed that out of 30,000 unemployed persons in Cleveland 83% were 34 years of age, and under 28% of these people had jobs. We are going into the third generation of unemployed. These people need jobs.

Federal programs have tried to help the poor. The answer for the unemployed poor lies in vocational and technical education. We must give some status to vocational education... higher education has put a stigma on it. What I am suggesting is - Let's solve problems by putting the vocational-technical institutes on the college campuses. Give the taxpayers a break. Put both higher education and vocational education under one roof. I've tried to put this point across to university people with little success thus far.

We are working for the taxpayer and the same taxpayer wants the same answers. He wants 90,000 young people in Ohio to be trained, job oriented, and job educated, to become employed and become decent citizens.

Here's what we have been doing in welfare. We have said, "Come in and fill out forms. We will give you a number and place you on the shelf." Now, if we can substitute one of these programs, we may be able to use them in society. But when they come down off that shelf, and want to march and protest, we say they need psychiatrists. We have to study them again and re-evaluate the situation. We have to take an inventory. And when they are all through, they will say give them a job.

I come from Appalachia. They have studied more people from Appalachia than any other place in Ohio. And every time something goes wrong down there, especially during elections, they are studied more to hold them over until the next time. When the report comes out, after 244 pages and $300,000 of the taxpayers' money, it says: "Give them a job."

I believe you can't say everything is wrong. I also believe in alternatives.

Our programs are outmoded, inefficient, directionless, and red-tape snarled. Anyone in government who can view this at first-hand knows that we're not making progress -- the accelerated progress that we should be making in vocational and technical education. Unless someone becomes bold and imaginative, you'll be meeting someplace next year with the same topics and some of the same speakers. You may even repeat the same thing in 1971.

In Ohio, we are trying to do something. We are about to organize a task force of business, labor, and education representatives. We must act. If we don't, the losers are young people and taxpayers. Secondary and higher educators all say they are not responsible for the 90,000 students. After you spend $1,400,000,000 in Ohio who do you hold responsible for this situation? This has been going on in our state since 1854 and it will go on until 2054 unless someone does something.

I get unsigned letters from educators that say, "You're rocking the boat." I may be, but they cannot place the responsibility on the future civil disturbance and civil disobedience on rocking the boat. The National Guard is not the answer. If people are motivated, and will march and protest for jobs, there must be an answer somewhere.

The first sit-in we had was in 1932 -- World War I vets sitting on the White House lawn because they could not get a job. They were asking for a job -- not for welfare. Nine out of ten protests are for jobs, not welfare. That gap has broadened so much that some people believe it is impossible to close. It is not! We have many people who are attempting to teach vocational education, who have had no preparation for the given field. Now when they spend two or three million dollars on a project and no one gets a job, then indirectly the people in the vocational field all must take the blame. This is wrong!

We are trying to bring new thinking and new approaches to education for the purpose of preparing young people for jobs. When you talk about job education, or job training, you must possess an attitude that's favorable toward the profit system. You cannot disregard the profit system like some of America's prominent economists. The profit system provides all the research and development for jobs. It provides the taxes and it's the largest contributor to charity. Some people on occasion take me apart for defending the profit system, but I'm not aware of any socialist country that has authored a Marshall Plan.

We are not going to solve problems in Ohio by providing a new program. That's sending good money after bad. What we need is to gear our present programs to prepare people for jobs.

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